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M I S C E L L A N E O U S   S E R I E S

**THE BUREAU OF LABOR STATISTICS**  
**UNITED STATES DEPARTMENT OF LABOR**

**ITS HISTORY, ACTIVITIES, AND ORGANIZATION**

BY

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## FOREWORD.

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## THE BUREAU OF LABOR STATISTICS: ITS HISTORY, ACTIVITIES, AND ORGANIZATION.

### CHAPTER I.—HISTORY.

The Bureau of Labor Statistics is one of the executive bureaus of the Department of Labor. It is charged with the duty of "acquiring and diffusing among the people of the United States useful information on subjects connected with labor in the most general and comprehensive sense of the word," and of investigating "the causes of, and facts relating to, controversies and disputes between employers and employees as they may occur." Its functions are educational, not administrative.

#### BEGINNING OF AGITATION FOR A DEPARTMENT OF LABOR IN THE FEDERAL GOVERNMENT.

The movement for the creation of a Federal department to look after the interests of the working people in the United States began soon after the close of the Civil War. At a conference of labor representatives held in Louisville, Ky., in August, 1865, for the purpose of considering the existing problems of unemployment and inadequate wages, the following resolution was adopted:

Every department of the Federal Government is now and has been officered by professional men, business men, or manufacturers. They are or have been employers of labor or counselors of employers. Naturally their sympathies are not with labor. There should be at Washington a department of labor to be officered by men who are of and with labor, the duty of that department to be the guarding of labor interests in every way now known or which hereafter may become known.

After the Louisville conference individual labor leaders took up the agitation, and demands were made at various times by labor organizations for the creation of such a department. Realizing the futility of the efforts to obtain an executive department of labor at that time, the movement subsequently took the form of agitation for the creation of a Federal bureau of labor and of similar bureaus in the individual States.<sup>1</sup>

<sup>1</sup> Department of Labor: Annual Report of the Secretary of Labor for 1920.

**THE FIRST GOVERNMENTAL LABOR ORGANIZATION IN THE UNITED STATES.**

The first governmental organization created for the specific purpose of collecting and compiling information relating to labor conditions in the United States was the Massachusetts Bureau of Statistics of Labor, which was organized by virtue of an act approved June 23, 1869. The project for such an organization was originally proposed in the recommendation of two legislative commissions in Massachusetts, the first in 1866, recommending "that provision be made for the annual collection of reliable statistics in regard to the condition, prospects, and wants of the industrial classes," and the second, in 1867, recommending that "a bureau of statistics be established for the purpose of collecting and making available all facts relating to the industrial and social interests of the Commonwealth."

The functions of this first bureau, as defined by the act of June 22, 1869, are "to collect, assort, systematize and present in annual reports to the legislature, on or before the first day of March in each year, statistical details relating to all departments of labor in the Commonwealth, especially in its relations to commercial, industrial, social, educational, and sanitary condition of the laboring classes, and to the permanent prosperity of the productive industry of the Commonwealth."

The substance of this language found a place in nearly every law subsequently enacted creating a State labor bureau and also in the Federal law originally creating the United States Bureau of Labor. Fourteen other States of the Union followed the example of Massachusetts in creating such a bureau before the Federal Government took such action.

**CREATION OF A FEDERAL DEPARTMENT OF LABOR.**

Efforts in Congress for the establishment of a Federal bureau of labor had their beginning on April 10, 1871, when a bill was introduced in the House of Representatives by Congressman George F. Hoar "to provide for the appointment of a commission on the subject of wages and hours of labor and the division of profits between labor and capital in the United States," which passed the House but was not enacted. A resolution to inquire into the expediency of the establishment of a labor bureau in connection with the Department of Agriculture was introduced December 5, 1871, but failed to carry. Bills for the creation of a labor bureau or commission were introduced on December 11, 1871, January 6, 1874, March 31, 1876, May 5 and December 8, 1879, April 12, 1880, December 13, 1881, and December 4, 10, and 11, 1883, but all of them failed to receive the approval of Congress. On April 23, 1879, the legislature of Massachusetts sent a resolution to Congress asking for the establishment of a national bureau of labor. On February 12, 1884, the Committee on Labor of the House of Representatives, after considering various bills, favorably reported one to establish and maintain a department of labor statistics, which passed the House on April 19, 1884, and was later amended. The bill as finally formulated established a bureau of labor in the Department of the Interior and became a law June 27, 1884 (23 Stat.

L. 60). The earlier bills to which reference has been made were introduced as the result of the establishment of the Bureau of Statistics of Labor in Massachusetts. The later bills, those introduced in the year 1879 and subsequently, resulted from the various petitions of labor organizations.

The United States Bureau of Labor of the Department of the Interior was organized in January, 1885. After it had been in existence for several years, a request was made of Congress by the Knights of Labor that a department of labor, independent of any of the general departments, be created, and on June 13, 1888, a law (25 Stat. L. 182) was enacted providing that "there shall be at the seat of government a Department of Labor, the general design and duties of which shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity." These functions, with others that have since been added, remain in effect to the present time. The act also defined the organization of the department and the duties of the commissioner, and provided for the transfer of the Bureau of Labor, its duties, etc., to the Department of Labor. The new department, therefore, simply continued the existence of the Bureau of Labor, but with independent functions. The head of the department retained the title of commissioner and did not have a place in the Cabinet.

#### **ESTABLISHMENT OF A DEPARTMENT OF COMMERCE AND LABOR.**

An act approved February 14, 1903 (32 Stat. L. 825), establishing a new executive department known as the Department of Commerce and Labor, provided that, among other offices, the existing Department of Labor be placed under the jurisdiction and supervision of the new department, this provision to take effect and be in force July 1, 1903. Accordingly the former Department of Labor became a bureau of the Department of Commerce and Labor. As no provision was made for any change in its general design and duties, the activities of the Bureau of Labor continued to be carried on as before.

#### **ESTABLISHMENT OF THE PRESENT DEPARTMENT OF LABOR WITH A BUREAU OF LABOR STATISTICS.**

On March 4, 1913, an act was approved (37 Stat. L. 736) establishing the present executive Department of Labor, which transferred the Bureau of Labor from the Department of Commerce and Labor to this new department, naming it the Bureau of Labor Statistics, defining its duties, and providing that all the powers and duties theretofore possessed by the Commissioner of Labor should be retained and exercised by the Commissioner of Labor Statistics.

Thus the present Bureau of Labor Statistics has successively had the titles of Bureau of Labor, Department of the Interior; Department of Labor, without the status of an executive department; Bureau of Labor, Department of Commerce and Labor; and Bureau of Labor Statistics, Department of Labor.

## HISTORY OF FUNCTIONS AND ACTIVITIES.

Aside from the special investigations and other temporary duties imposed upon the Commissioner of Labor Statistics by Congress, there have been but few changes in the law with regard to the functions of the bureau and the duties of its officers. The functions of the bureau have been entirely educational, except during the period from May 30, 1908, to September 7, 1916, when the bureau was charged with certain administrative functions in the enforcement of the act granting to certain Government employees the right to receive compensation for injuries sustained in the course of their employment.

The original act of June 27, 1884, required the Commissioner of Labor to "collect information upon the subject of labor, its relation to capital, the hours of labor, and the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity." It required the Commissioner of Labor to make a report annually, in writing, to the Secretary of the Interior "of the information collected and collated by him."

In accordance with this provision, the Commissioner of Labor, immediately upon the organization of the bureau in January, 1885, began an investigation of industrial depressions. This was followed by investigations relating to convict labor, strikes and lockouts, and working women in large cities. The results of these investigations were published as annual reports, the one on convict labor being made in response to a special act of Congress (24 Stat. L. 346). No other publications were issued by this bureau while it remained a branch of the Department of the Interior.

In 1888, when the bureau was made a separate department, the Commissioner of Labor was required, in addition to the duties already prescribed, "to ascertain at as early a date as possible, and whenever industrial changes shall make it essential, the cost of producing articles at the time dutiable in the United States, in leading countries where such articles are produced, by fully specified units of production, and under a classification showing the different elements of cost, or approximate cost, of such articles of production, including the wages paid in such industries per day, week, month, or year, or by the piece; and hours employed per day; and the profits of the manufacturers and producers of such articles; and the comparative cost of living and the kind of living"; also "to ascertain and report as to the effect of the customs laws, and the effect thereon of the state of the currency, in the United States, on the agricultural industry, especially as to its effect on mortgage indebtedness of farmers; and what articles are controlled by trusts or other combinations of capital, business operations, or labor, or what effect said trusts or other combinations of capital, business operations, or labor have on production and prices." He was required to "establish a system of reports by which, at intervals of not less than two years, he can report the general condition, so far as production is concerned, of the leading industries of the country."

During the 15 years of its existence as a separate organization (from 1888 to 1903), the Department of Labor issued 14 annual, 9 special, and 6 miscellaneous reports, giving the results of investiga-

tions undertaken in accordance with the above general instructions and in compliance with special directions of Congress.

The annual reports related to railroad labor, cost of production of iron, steel, coal, etc., cost of production of textiles and glass, industrial education, building and loan associations, strikes and lockouts (two reports, issued in 1894 and 1901, respectively), work and wages of men, women, and children, economic aspects of the liquor problem, hand and machine labor; water, gas, and electric-light plants under private and municipal ownership, wages in commercial countries, trade and technical education, and cost of living and retail prices of food. The reports on cost of production included also cost of living, wages, and other conditions of the working people engaged in the industries covered, and were made in compliance with section 7 of the act of June 13, 1888.

The special reports issued during this period related to marriage and divorce, labor laws of the United States, analysis and index of all reports issued by bureaus of labor statistics in the United States prior to November 1, 1892, compulsory insurance in Germany, the Gothenberg system of liquor traffic, the phosphate industry of the United States, the slums of Baltimore, Chicago, New York, and Philadelphia, the housing of the working people, and the Italians in Chicago.

The miscellaneous reports related to white-pine lumber in the United States and Canada, total cost and labor cost of transformation in the production of certain articles in the United States, Great Britain, and Belgium, history and growth of the United States census, effect of the international copyright law in the United States, and two reports of the commissioner, published in 1902 and 1903, respectively, on Hawaii.

On October 1, 1888, an act (25 Stat. L. 501) was approved providing for the creation of temporary boards of arbitration for settling controversies and differences between railroad corporations and other common carriers engaged in interstate transportation of property or passengers and their employees, a representative to be appointed by each side to the controversy and a third to be selected by the other two, the award, when made, to be transmitted to the Commissioner of Labor for publication of its terms. The act also provided for the appointment of a special investigation committee whenever the President deemed it necessary in order to prevent an interference with interstate commerce, two commissioners being appointed by the President and the third member and ex officio chairman being the Commissioner of Labor.

This act was superseded on June 1, 1898, by another (30 Stat. L. 424) providing that "whenever a controversy concerning wages, hours of labor, or conditions of employment shall arise between a carrier [engaged in interstate commerce] and the employees of such carrier, seriously interrupting or threatening to interrupt the business of said carrier, the chairman<sup>2</sup> of the Interstate Commerce Commission and the Commissioner of Labor shall, upon the request of either party to the controversy, with all practicable expedition,

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<sup>2</sup> An act approved March 4, 1911 (36 Stat. L. 1397) gave the President power to designate any member of the Interstate Commerce Commission to exercise the powers and duties which the act of 1898 conferred upon the chairman.

put themselves in communication with the parties to such controversy and shall use their best efforts, by mediation and conciliation, to amicably settle the same; and if such efforts shall be unsuccessful, shall at once endeavor to bring about an arbitration of said controversy in accordance with the provisions of this act."

During the existence of these laws the Commissioner of Labor Statistics was frequently called upon to act in the capacities indicated when labor controversies arose between common carriers and their employees. This act was superseded by an act of July 15, 1913 (38 Stat. L. 103), entitled "An act providing for mediation, conciliation, and arbitration in controversies between certain employers and their employees," which provides for the appointment of a "board of mediation and conciliation," the members of which are all appointed by the President. This act therefore eliminated the Commissioner of Labor Statistics from participation in the settlement of disputes between common carriers and their employees.

On October 3, 1893, an act was approved (28 Stat. L. 3) authorizing the President to direct the Commissioner of Labor to perform the duties of superintendent of the census under the direction of the Secretary of the Interior until the work of closing the Eleventh Census was completed. This was done, and for several years the Commissioner of Labor divided his time between these two services.

In November, 1895, the Department of Labor began the publication of a bulletin in accordance with authority given in an act approved March 2, 1895 (28 Stat. L. 805). This bulletin was published bimonthly until May, 1912. It contained leading articles, consisting of special studies and investigations made by members of the bureau and others but not of sufficient size to justify publication as separate reports, summaries of annual, special, and miscellaneous reports, digests of reports of State bureaus of labor statistics and of foreign statistical publications, decisions of courts affecting labor, opinions of the Attorney General, and labor laws of the Federal Government and of the various States when enacted. While originally limited to 10,000 copies, laws were subsequently enacted (Act of June 4, 1897, 30 Stat. L. 61; Act of June 6, 1900, 31 Stat. L. 644) raising the editions to 15,000 and later to 20,000 copies.

On July 1, 1898, the Commissioner of Labor was authorized by an act of Congress (30 Stat. L. 648) to compile and publish annually in the bulletin of the Department of Labor an abstract of the main features of the official statistics of the cities of the United States having over 30,000 population. The first annual abstract of the statistics of cities appeared in Bulletin 24, September, 1899. The work of compiling and publishing this information was transferred to the Bureau of the Census by order of the Secretary of Commerce and Labor in 1903.

By an act of Congress approved April 30, 1900 (31 Stat. L. 155), the Commissioner of Labor was required to collect and publish annually statistical details relating to all departments of labor in the Territory of Hawaii. This act was modified on April 8, 1904 (33 Stat. L. 164) so as to require reports every five years instead of annually. Five reports of this character have been issued.

On April 28, 1902, a provision was made in an appropriation act (32 Stat. L. 168) for a subvention to the International Association for Labor Legislation, the Government being represented in

that organization through the Bureau of Labor Statistics. This subvention was appropriated for annually by Congress, but the appropriation for this purpose for the fiscal year 1921 was not used, and Congress has omitted it in subsequent appropriations.

Pursuant to a resolution of the Committee on Labor of the House of Representatives requesting a report upon "a bill limiting the hours of daily service of laborers and mechanics employed upon work done for the United States, or for any Territory, or for the District of Columbia, and for other purposes" (H. R. 4064, 58th Cong., 1st sess.), a large portion of the force of the bureau was engaged, in 1904 and 1905, in the collection of such data.

The incorporation of the Department of Labor as a bureau in the Department of Commerce and Labor on July 1, 1903, resulted in no change in the character or scope of its functions.

During its existence as the Bureau of Labor in this department, from July 1, 1903, until March 4, 1913, 7 annual, 3 special, and 24 miscellaneous reports were issued.

The annual reports, in so far as they were the results of special investigations or studies, were discontinued in 1910, and the last special report was issued in 1905. Instead of these reports, it became the policy of the bureau to issue more frequent and less voluminous miscellaneous reports.

The annual reports issued during this period by the Bureau of Labor related to wages and hours of labor, convict labor, strikes and lockouts, labor laws, workmen's insurance and benefit funds in the United States, workmen's insurance and compensation systems in Europe, and industrial education. The special reports dealt with labor laws of the United States, regulation and restriction of output, and coal-mine labor in Europe. The miscellaneous reports covered a large variety of subjects,<sup>3</sup> part of the reports being extracts from bulletins and annual reports, and the remainder, and by far the greater part, being reports of studies and investigations made by the bureau and published as congressional documents.

Among the latter is the most elaborate piece of work ever undertaken by the bureau, an investigation of the industrial, social, moral, educational, and physical conditions of woman and child wage earners in the United States, resulting in a series of reports published in 19 volumes. This investigation was directed by an act of Congress. (Act of January 29, 1907, 34 Stat. L. 866.)

On May 30, 1908, an act was approved (35 Stat. L. 556) granting compensation for injuries to certain classes of artisans and laborers employed by the Government of the United States, the act becoming effective August 1, 1908. This act charged the Department of Commerce and Labor with the preparation of the forms and regulations for carrying out the act and with the examination and approval of claims arising under it. The work of outlining the method of procedure and preparing the blanks and regulations for making reports and filing claims, as well as the details of the administration of the act, under the direction of the Secretary, was intrusted to the Bureau of Labor Statistics. Upon the enactment of the law creating the Employees' Compensation Commission, September 7, 1916 (39 Stat. L. 742), the function of administering

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<sup>3</sup> See p. 44.

this service was transferred from the Department of Labor to the newly created commission.

A complete change in the system of publications of the bureau was made on July 1, 1912, when the annual and special reports and the bimonthly bulletins were discontinued. The latter had at that time reached 100 in number. Since then the Commissioner of Labor Statistics has made no annual report other than that made by each bureau chief to the Secretary of Labor giving a statement of the activities of the bureau during the fiscal year. Bulletins are published at irregular intervals, and contain matter which, under the old system, would have been published chiefly in the form of annual and special reports. By this new system the results of investigations are brought before the public more promptly. These bulletins are issued in series and each number contains matter devoted to one of the series of general subjects. The bulletins are numbered consecutively and up to No. 236 they also carry consecutive numbers under each series. Beginning with No. 237 the serial numbering has been discontinued. The designations of the series issued at that time were as follows: Wholesale prices; retail prices and cost of living; wages and hours of labor; women in industry; workmen's insurance and compensation; industrial accidents and hygiene; conciliation and arbitration (including strikes and lockouts); labor laws of the United States (including decisions of courts relating to labor); foreign labor laws; miscellaneous series.

On August 23, 1912, an act was passed (37 Stat. L. 407) which created a Bureau of Foreign and Domestic Commerce in the Department of Commerce and Labor. This act transferred from the Bureau of Labor to the newly created bureau the following duties originally prescribed by the act of June 13, 1888, "to ascertain, at as early a date as possible, and whenever industrial changes shall make it essential, the cost of producing articles at the time dutiable in the United States, in leading countries where such articles are produced, by fully specified units of production, and under a classification showing the different elements of cost, or approximate cost, of such articles of production, including the wages paid in such industries per day, week, month, or year, or by the piece; and hours employed per day; and the profits of manufacturers and producers of such articles; and the comparative cost of living, and the kind of living; what articles are controlled by trusts or other combinations of capital, business operations, or labor, and what effect said trusts or other combinations of capital, business operations, or labor have on production and prices."

The act of March 4, 1913, creating a Department of Labor and transferring this bureau to the new department under the title of Bureau of Labor Statistics, provided "that the Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same, and to this end said Secretary shall have power to employ any or either of the bureaus provided for his department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests; and said Secretary shall also have authority to call upon other departments of the Government

for statistical data and results obtained by them; and said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise."

The Bureau of Labor Statistics continues to perform its functions under this and previous acts.

From early years the bureau received a small annual appropriation for the purchase of books and periodicals necessary for use in its work of compiling statistics of labor. In this way and by interchange with other governmental bodies, trade-unions, employers' associations, and other collective labor bodies, and private philanthropic and research organizations in the United States and foreign countries, a library was built up by the bureau that has been considered one of the best and most complete labor libraries extant. This library has been of the greatest value to the bureau in its research work and has also been used freely by the public. In 1916 this library was consolidated with that of the Children's Bureau and made a departmental library. With this library at its disposal the bureau is extraordinarily well equipped for research work along all lines of labor activity.

## CHAPTER II.—ACTIVITIES.<sup>4</sup>

### FUNCTIONS.

The present designation and organization of the Bureau of Labor Statistics date from the act of March 4, 1913, creating the Department of Labor. Section 3 of that act changed the title of the bureau from Bureau of Labor to Bureau of Labor Statistics and that of Commissioner of Labor to Commissioner of Labor Statistics. After placing the bureau under the jurisdiction and supervision of the Department of Labor the same section specifies that "all the powers and duties heretofore possessed by the Commissioner of Labor shall be retained and exercised by the Commissioner of Labor Statistics." This language refers to the act of June 27, 1884, which provides that: "The commissioner shall collect information upon the subject of labor, its relation to capital, the hours of labor, and the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity," and to section 1 of the act of June 13, 1888, which specifies that the then Department of Labor (now the Bureau of Labor Statistics) shall "acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity." Section 4 of the organic act of the present Department of Labor further requires the Bureau of Labor Statistics, under the direction of the Secretary of Labor, to "collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same."

Considered with reference to its statutory relations to the Department of Labor and to the general purpose of this department as prescribed by its own organic act, the Bureau of Labor Statistics may be regarded as having (subject to the direction of the Secretary of Labor) fact-collecting, fact-collating, and fact-reporting powers and duties, statistical and otherwise, coextensive with all the administrative powers and duties of the Department of Labor regarding the welfare of wage earners.

### ACTIVITIES.

In carrying out the purpose for which the Bureau of Labor Statistics was created, data are collected in various ways and from various sources—by personal visits of agents in the field, by correspondence, by consulting reports, trade journals, and other publications, by contract with experts to make special studies, and in

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<sup>4</sup> In this chapter are considered especially those activities in which the bureau has been engaged during its present organization, namely, since the act of Mar. 4, 1913.

other ways. All the material in the publications of the bureau, whether prepared in the bureau or contributed by persons specially contracted with, is carefully edited in the office and all facts and figures are verified, whenever practicable, by comparison with the original sources.

While the bureau in former years presented the results of its studies in the form of annual and special reports and bimonthly bulletins, its present forms of publication are 13 series of bulletins, some published annually and others at irregular intervals, and a periodical entitled "Monthly Labor Review."

The results of each important study appear in the form of a bulletin, the nature of the study determining the series in which it appears.

The titles of the series indicate the character of the studies undertaken by the bureau in recent years. They are: Wholesale prices; retail prices and cost of living; wages and hours of labor; employment and unemployment; women in industry; workmen's insurance and compensation (including laws relating thereto); industrial accidents and hygiene; conciliation and arbitration (including strikes and lockouts); labor laws of the United States (including decisions of courts relating to labor); foreign labor laws; vocational education; labor as affected by the war; miscellaneous series.

The data for the series of reports on wholesale prices, retail prices, and cost of living, and wages and hours of labor are obtained through special agents and by correspondence, special arrangements usually being made in advance where correspondence is resorted to. These studies occupy by far the larger portion of the time of the employees of the bureau, as they involve not only much field work but also a very great amount of computation, tabulation, and analysis.

#### WHOLESALE PRICES.

Wholesale price figures were first compiled and published by the bureau in 1900, covering the period 1890 to 1899, and since 1902 they have been compiled and published annually<sup>a</sup> as bulletins and monthly as articles in the *Monthly Labor Review*. Since March, 1922, a special monthly price statement has been prepared and published about the 15th of the month following that to which the data relate. A monthly press statement is also issued. The price figures in each annual report cover the period from 1890 to the year preceding the year in which published. They are presented both in the form of money quotations and of index numbers.<sup>5</sup> Some bulletins have been published that are devoted mainly to a presentation of index numbers of wholesale prices in the United States and foreign countries.

The price quotations used in the reports are obtained, as far as possible, for the various commodities in their primary markets. For most articles weekly prices are secured. In a large number of instances, particularly since the beginning of 1918, it has been possible to obtain average monthly prices. For the commodities whose

<sup>a</sup> No report was published in 1917 or in 1918, owing to the situation brought about by the World War, but the report for 1919 contains data for all years since 1890.

<sup>5</sup> A discussion of the history and methods of compiling index numbers and of important changes made in 1914 and in 1922 is given in *Bulletins* 181 and 284 and in the *Monthly Labor Review* for July, 1922.

prices are quite stable, as certain textiles and building materials, only first of the month prices are given.

Special agents and clerks copy these figures from the original sources wherever found, and under the direction of experts compile them at the office of the bureau. The figures are also published, in advance of the annual reports, but in briefer form, in the Monthly Labor Review.

These statistics of wholesale prices enable one to trace price changes in more than 400 important commodities in the principal primary markets of the country, while the relative prices and index numbers constructed from the money prices show the general trend of prices through the period from 1890 to the present. The wholesale index numbers are of chief value in studying the principles governing price fluctuations.

In the year 1914 the price quotations were increased in number, the commodities carried were more accurately defined, and many more markets were included. At the same time the method of calculating index numbers was thoroughly revised in order to show more accurately actual price movements. Another complete revision of these index numbers was made by the bureau in 1922. This revision consists of (1) a regrouping of the commodities and the addition of a considerable number of new articles, and (2) the use of the 1919 census data for weighting purposes in place of the 1909 census data formerly employed. Index numbers of wholesale prices for Canada have been published with those of the United States regularly since 1911 (Bulletin 93), for Great Britain in 1915 and since 1917 (Bulletins 173 and 226), and for other foreign countries in 1915 and since 1921 (Bulletins 173 and 284).

In addition to the publication of wholesale price data collected each month, the Bureau of Labor Statistics regularly furnishes such data to other branches of the Government for use in their official publications, as follows: To the Federal Reserve Board, for inclusion in the chapter on "Price movement and volume of trade," appearing each month in the Federal Reserve Bulletin; to the Division of Housing and Building, Bureau of Standards, Department of Commerce, for use in a chart showing changes in prices of building materials issued each month by that office; to the Bureau of the Census, Department of Commerce, for use in the Survey of Current Business, published monthly; to the Bureau of Agricultural Economics, Department of Agriculture, for use in its reports.

Much information is also supplied at irregular intervals to the Federal Trade Commission, the Tariff Commission, and other branches of the Government. The Statistical Abstract of the Department of Commerce also contains wholesale data in specially prepared form, supplied each year by the Bureau of Labor Statistics.

#### RETAIL PRICES AND COST OF LIVING.

Cost-of-living statistics were obtained and compiled by the bureau in connection with the studies of the cost of production of iron, steel, coal, glass, and the textiles in the United States and Europe conducted in the years 1888 to 1890 and published as the sixth and seventh annual reports of the Commissioner of Labor. An extensive inves-

tigation of the cost of living and retail prices in the United States was undertaken in 1902 and 1903, the results of which were published as the eighteenth annual report of the Commissioner of Labor. From 1905 to 1913 annual statistics were compiled (except for a few years), the statistics as published in the bulletins each year being cumulative for the period beginning with 1890.

For the years 1914 to 1916 annual statistics of retail prices were published for periods beginning with 1907. For subsequent years these statistics have been for periods beginning with 1913, but in 1917 and 1918 the publication of the bulletin on retail-price statistics was temporarily suspended. Statistics of prices and cost of living have been published in the *Monthly Labor Review* since the beginning of its issue in July, 1915. More recently separate reprints of these statistics have been issued for wider distribution than is possible with the *Monthly Labor Review*. Advance information is also given out in the form of press bulletins.

In the earlier reports the retail price data compiled by the bureau covered only food prices, but at present reports are published presenting for the most important industrial cities the retail prices of the principal articles of food, the weight and prices of wheat bread, and the retail prices of important articles of dry goods, of anthracite and bituminous coal, and of gas for household use.

The retail price figures are published in the form both of average money-price quotations and of index numbers. The retail-food index number is used frequently in wage discussions, food being 38 per cent of the entire family budget and retail-food figures being available each month, while cost-of-living figures as a whole are published but quarterly.

These index numbers of all food combined are made from weighted aggregates of actual money prices in order that each commodity may have an influence equal only to its relative importance in the consumption of the average family, and the year 1913 is used as the base. From January, 1913, to December, 1920, 22 articles of food were used in computing the cost of food, but beginning with January, 1921, 43 articles have been used. By a system of "linking" the continuity of the index number is preserved, although the articles on which it is based have been increased and the quantities of each changed according to an investigation made in 1918 and 1919.

Data are furnished to the bureau by approximately 1,500 retail stores, 200 bakeries, 230 retail coal dealers, 80 gas companies, and 225 dry goods companies. This information is furnished by the dealers voluntarily on blanks supplied by the bureau.

In the case of food, the retail dealers who furnish the information are selected through personal visits of agents of the bureau, the dealers being largely owners of neighborhood and chain stores which are patronized by workingmen's families. After the agent has selected a store, arrangements are made for the retail merchant to send to the bureau a statement of prices of the various commodities on the 15th of each month thereafter. Return visits to the various firms are made by agents of the bureau whenever it is necessary to make personal inquiries concerning the monthly price quotations.

The merchants who furnish the information covering dry goods were in the first instance personally visited by agents, after which the data were obtained by correspondence. The stores selected are large and representative department stores. The prices quoted are the regular retail prices.

The coal prices are quoted by coal dealers, who supply the information at the request of the bureau. The coal dealers in each city are asked to quote prices on the kind of coal usually sold for household use. The prices are for coal delivered to consumers but do not include charges for storing the coal in the cellars or coal bins when extra handling is necessary.

Gas prices are quoted quarterly, for the 15th of March, May, September, and December of each year, the data being furnished by the gas companies at the request of the bureau.

All of the work of tabulating and analyzing the retail prices is done in the office of the bureau.

In addition to the annual compilations, special reports and articles on retail prices have been published from time to time. In January, 1917, an investigation of the cost of living of wage earners in the District of Columbia was undertaken in compliance with a joint resolution of Congress (H. J. Res. 91, 39 Stat. L. 857), the results of which were published in a series of articles in the *Monthly Labor Review*. Included in this investigation were a study of wage-earning women in the District and a dietary study made in cooperation with the Office of Home Economics, States Relations Service, of the Department of Agriculture.

The retail price work has been greatly increased since the beginning of the war in order to meet the country-wide demand for information covering the increased cost of living. This has necessitated the sending of agents into the field to get additional retail merchants to report retail prices. To meet legitimate demands for accurate information as to prices of food in different localities, the bureau is now publishing the average retail prices of 43 food commodities in 51 cities throughout the United States.

In August, 1918, the bureau began a country-wide investigation of the cost of living, the material collected to be used as a basis in making wage adjustments and in weighting index numbers of retail prices. One of the features of the inquiry was the gathering of information from families covering their expenditures for one year for the various items of food and of clothing, and for housing, fuel, furniture, and miscellaneous expenses. This information was collected by special agents who called upon representative families in each locality visited. Data collected in this investigation have been published at various times in the *Monthly Labor Review*. The information also serves as basic material for the quarterly statements of changes in cost of living in the United States published in the *Monthly Labor Review*.

Retail-price data are furnished monthly to the Bureau of the Census of the Department of Commerce and to the Bureau of Agricultural Economics of the Department of Agriculture, and at irregular intervals to the Division of Conciliation of the Department of Labor and to the Office of the Quartermaster General of the War Department for use in their educational and administrative work.

## WAGES AND HOURS OF LABOR.

No other subject has received so much attention by the bureau as that of wages and hours of labor. Over one-half of the reports and bulletins that have been issued have dealt in one way or another with wages and working hours, many of them having been exclusively devoted to this subject. With few exceptions the statistics of wages and hours of labor collected by the United States and by other Governments have until recent years lacked uniformity in method of compilation and are therefore not strictly comparable. Since the adoption of the present system of wage compilation, the statistics of wages and hours of labor presented in bulletin form have been collated according to a uniform plan, and have therefore been made very much more useful for comparative study.

The statistics of wages and hours of labor are published by the bureau in bulletin form and as articles in the *Monthly Labor Review*. As soon as any data are ready for publication summaries are prepared for the press in mimeograph form. The wages and hours data published by the bureau are of two kinds—those obtained from the pay rolls of representative establishments, and the union scales of wages and hours of labor obtained from the records of labor organizations. There are many large establishments in important industries which employ both union and nonunion labor, or only the latter, and for such establishments the union wage scales would not indicate the wage conditions. In some establishments, even though they may employ only union labor, the union wage scales are constructed mainly on a piece-rate basis. In such cases it is necessary to get pay-roll data in order to ascertain the hourly, daily, or weekly earnings. In many establishments, on the other hand, union wage scales on a time basis prevail. In order, therefore, to make the presentations of wages and hours of labor as complete as possible, the bureau compiles and publishes data obtained from both sources.

The statistics of wages and hours of labor derived from the pay rolls of representative establishments in selected industries are published at irregular intervals, an entire bulletin being devoted to a given industry. In selecting the establishments for this purpose an endeavor is made to have all the States represented in which the particular industries are of material importance, as determined by the census of manufactures of the Census Bureau. The data are mostly obtained by personal visits of special agents to the plants. Some information, however, is obtained by correspondence under instructions and on schedules prepared by the bureau. The wage data obtained by the bureau are the actual earnings and number of employees on the pay roll during one typical pay-roll period of the year. A few more comprehensive studies have been made in which the number of employees and the pay rolls of the entire year have been used. The data published as a result of this class of wage studies show the full-time weekly earnings, the full-time hours of labor per week, and the rates of wages or earnings per hour in the principal occupations of the industries studied.

The information concerning union wage scales and hours of labor is compiled and published annually. The original data are procured by special agents who visit business agents and other officers of the

unions in the several cities and consult wage scales, written agreements, and trade-union records wherever available. The field work involves thousands of interviews with local union representatives. The union scales of wages and hours of labor have been compiled and published since August, 1913, the data of the first report covering the period from 1907 to 1912.

The statistics of hourly rates of wages and earnings and weekly hours of labor, showing as they do the differences in rates and hours from place to place, from time to time, from industry to industry, and from occupation to occupation, are used in many ways. In practically every important wage dispute they are consulted. Employers in making wage adjustments and employees' organizations in preparing wage scales make frequent use of them. Members of Congress require them in the consideration of tariff and other proposed legislation, and requests for the data are frequently made by other Federal departments and bureaus, State bureaus of labor, and wage-adjustment committees. Sometimes these calls upon the bureau necessitate special field investigations and the compilation of data on wages and hours of labor which do not appear in the regular publications of the bureau.

#### EMPLOYMENT AND UNEMPLOYMENT.

The data collated and published on this subject are of two kinds, a monthly statement of the volume of employment published in the *Monthly Labor Review*, and studies made at irregular intervals for publication either as bulletins or as articles in the *Review*.

The monthly statement of the volume of employment is collated from returns received from over 3,000 representative establishments in 43 manufacturing industries, and it is planned to increase the number of establishments reporting. This monthly statement shows the number of persons on the pay roll, the amount of the pay roll, and comparisons with the preceding month of the same year and with the same month of the preceding year. Mimeographed advance press summaries are issued as soon as the monthly material is ready for publication. In addition to these statements, which appear in the *Monthly Labor Review*, about two months after the period to which they relate, it is planned to issue mimeographed statements of the total volume, together with a current index of employment. These statements will probably appear early each month and will cover the pay-roll period of the 15th of the month preceding.

These monthly statements, besides giving a picture of the extent and trend of employment in the United States, throw much light upon the seasonality and irregularity of employment in certain industries and show the necessity for smoothing the employment curve by better organizing the labor market, securing orders long in advance, stabilizing demand, fitting together industries having different seasons of activity, and mitigating the results of extreme fashion fads. By watching the course of employment as shown in these statements, the employment manager can estimate the opportuneness of his labor policy. Furthermore, it has been observed<sup>6</sup>

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<sup>6</sup> *Journal of the American Statistical Association*, June 1922, p. 239: "Cycles of Employment and Unemployment in the United States," Part II, by W. A. Berridge.

that wage rates normally lag several months behind changes in amount of employment and that the buying power, which is a composite product of the volume of employment and wage rates, also lags somewhat behind employment. By following the course of employment, therefore, a business man can approximately forecast the buying power of the public and govern himself accordingly in his production of commodities or in his purchases of stock.

The special studies on employment and unemployment published in bulletin form vary greatly in their character and scope. Among the most important of these have been intensive investigations into unemployment in New York City and 28 other cities. These studies deal with the number of persons out of work and the duration of unemployment in all the more important occupations and industries in the cities covered.

The investigation in New York City consisted of a complete census of 104 representative city blocks in various sections of the city. It was supplemented by a further census of the families living in 3,703 individual tenement houses and residences, covering a still wider range of distribution. The enumeration was begun January 30, and finished February 17, 1915. The result was published in April, 1915.<sup>7</sup>

Investigations were made in 16 other cities in the East and Middle West in March and April, and in 12 cities in the Rocky Mountain and Pacific Coast States in June and July, 1915, and another survey was made in New York City in August and September, 1915. The canvasses were made by the Bureau of Labor Statistics and the Metropolitan Life Insurance Co. of New York. The returns of these canvasses were tabulated in the statistical bureau of the Metropolitan Life Insurance Co. and edited and published by the Bureau of Labor Statistics in July, 1916.<sup>8</sup>

Other studies have been made of unemployment among women in department and other retail stores of Boston,<sup>9</sup> regularity of employment in the women's ready-to-wear garment industries,<sup>10</sup> public employment offices in the United States,<sup>11</sup> and employment system of the Lake Carriers' Association.<sup>12</sup> The bureau has also published the proceedings of the Employment Managers' Conferences<sup>13</sup> and of the meetings of the American Association of Public Employment Offices,<sup>14</sup> and has reproduced a number of British publications dealing with some phases of this subject.

The Bureau of Labor Statistics keeps in constant touch with the State and municipal public employment offices, being represented at their conferences, and publishes from time to time such statistics of their activities as are of national interest.

#### WOMEN IN INDUSTRY.

Studies relating to woman and child labor legislation and their working conditions, and statistics of the employment of women and children in industry, like wages and hours of labor, have occupied a considerable part of the attention of the bureau, the most elaborate

<sup>7</sup> Bul. 172.

<sup>8</sup> Bul. 195.

<sup>9</sup> Bul. 182.

<sup>10</sup> Bul. 183.

<sup>11</sup> Bul. 241.

<sup>12</sup> Bul. 235.

<sup>13</sup> Buls. 196, 202, 227, 247.

<sup>14</sup> Buls. 192, 220.

investigation ever undertaken by the bureau having been devoted to this subject.<sup>15</sup>

The present series of studies on "Women in industry," inaugurated by the bureau in 1912, relates to earnings, hours of labor, duration of employment, night work, maximum working day, conditions of labor, trade education, unemployment, war work, and employment in certain industries. Some studies in this series also relate to child labor. No bulletins in this series have been issued since 1917, as in July, 1918, the Women in Industry Service, now the Women's Bureau, was organized for the special consideration of the subject of women in industry, but current information concerning woman and child labor is frequently published in the Monthly Labor Review.

These studies have been made in part by regular employees of the bureau and in part by persons under special contract.

Through the publication of these studies much light has been thrown upon the subject of woman and child labor, and there has been pointed out to legislators the way to protect women and children against exploitation, starvation wages, unsuitable employments, and other improper working conditions.

#### WORKMEN'S INSURANCE AND COMPENSATION.

The first study of workmen's insurance undertaken by the bureau related to compulsory insurance in Germany, and less elaborately to the insurance systems of other European countries. The results of this study were published as a special report of the Commissioner of Labor in 1893.<sup>16</sup>

In 1905 the Bureau of Labor undertook two elaborate studies, one of workmen's insurance and benefit funds in the United States, and the other of workmen's insurance and compensation systems in Europe. The material for the first-mentioned study was obtained by special agents and the data were prepared in the office. For the other study, existing reports and other publications were mainly depended upon, some information having been obtained by correspondence with insurance bureaus of foreign countries. The report of the first-mentioned study appeared in 1908 and of the other in 1909.

Frequent studies of workmen's insurance and compensation have been made by members of the bureau and by others specially employed, and the results published in articles in the bimonthly bulletins. Since the adoption of the present system of labor studies, one of the series of bulletins has been devoted to accounts and discussions of workmen's compensation and insurance laws and systems, under the title of "Workmen's insurance and compensation." In this series of studies are also published the proceedings of the meetings of the International Association of Industrial Accident Boards and Commissions. Current information on workmen's insurance and compensation is also published in the Monthly Labor Review.

<sup>15</sup> Report on condition of woman and child wage earners in the United States, 19 vols., S. Dec. 645, 61st Cong., 2d sess.

<sup>16</sup> Commissioner of Labor, Fourth Special Report, 1893.

**INDUSTRIAL ACCIDENTS AND HYGIENE.**

Since almost the beginning of the bureau's activities, chapters in reports, bulletins, and articles in the *Monthly Labor Review* have frequently been devoted to the subjects of accident prevention, accident statistics, and accident legislation, and to industrial hygiene and sanitation. These studies have been made by members of the bureau and by persons under special contract. By showing the severity and extent of industrial accidents and occupational diseases, and the preventive measures adopted in the more advanced countries and establishments, these studies have furnished an incentive and have pointed the way to the reduction of such casualties.

In order that the subject of accident and disease prevention may be intelligently dealt with, the bureau has for years been active in efforts to standardize the statistics of accidents and occupational diseases, and much has been accomplished in this direction by its cooperation with State bureaus of labor and industrial commissions. This standardization aims to make comparable, for the whole country, statistics of accidents and diseases, by industries and occupations, by States and localities, and by causes and results.

By its representation on the committee on statistics and compensation insurance cost of the International Association of Industrial Accident Boards and Commissions, which committee is composed of statisticians of State and Federal compensation commissions and of the United States Bureau of Labor Statistics, the bureau has participated in the working out of definitions and standards for uniform reporting and tabulating of industrial accidents, the classification of industries for the purposes of accident statistics, the classification of the causes of accidents, the classification of the nature, location, and extent of disabilities caused by industrial accidents, and the devising of standard tables for the use of compensation commissions for recording accident experience and compensation costs.

The bureau has been very closely identified with the efforts of the American Engineering Standards Committee to develop American standard safety codes. This effort originated directly from the formulation of codes to govern the operation of the navy yards and arsenals during the World War. At the suggestion of the president of the National Safety Council a survey was made at that time of Government establishments producing war material, and on the basis of this survey safety regulations were drawn up and adopted, the Bureau of Standards taking an important part in this work. Two subsequent conferences were called by the Bureau of Standards to consider the whole subject of national safety codes, the outcome of which was a decision to proceed with the development of such codes under the auspices of the above-mentioned committee. The Bureau of Labor Statistics has cooperated with this committee directly and through its membership in the International Association of Industrial Accident Boards and Commissions and in the Association of Governmental Labor Officials of the United States and Canada. About 50 codes are under consideration.

**CONCILIATION AND ARBITRATION.**

The compilation of statistics of industrial disputes has been one of the bureau's activities since the beginning, four annual reports, a number of miscellaneous reports, and many bulletin articles having been devoted to this subject under the old system of publications. Likewise many bulletin articles and a number of reports have dealt with industrial conciliation and arbitration.

The studies of conciliation and arbitration under the present system include statistics of strikes and lockouts, the results achieved under collective trade agreements, and the experience of this and other countries in dealing with the problems arising out of the relations of employers and employees. These studies serve to bring about policies of cooperation and mutual understanding.

**LABOR LAWS OF THE UNITED STATES AND COURT DECISIONS.**

Complete compilations of labor laws have been made by the bureau and published in 1892, 1896, 1904, 1908, and 1914, and annually for laws enacted in each succeeding year. The complete compilations also include annotations of court decisions. Most of the labor laws are reproduced in full as given in the published session laws. Certain classes of labor laws, however, are presented only in digest or summary form, this being done when they yield readily to summarization without loss of clearness of statement, when they are of so uniform a type that a mere statement of the subject of the enactment or the reproduction of a single statute is practically a presentation of them all, and when their classification as labor laws is possible only by a somewhat liberal construction of the term.

Special compilations of labor laws are made from time to time and published in the series on "Labor laws of the United States" or in one of the other series of bulletins. Among the compilations of this character that have been prepared in recent years are those on workmen's compensation and insurance laws, minimum-wage legislation, wage-payment legislation, 10-hour maximum working day for women and young persons, prohibition of night work of young persons, mediation and arbitration laws of the United States, and Federal and State laws relating to convict labor.

The court decisions reproduced are mainly those rendered by the Federal courts and by the State courts of last resort, though in some cases the opinions of subordinate courts of appellate jurisdiction are used. In reproducing these decisions from the various Law Reports, representative types are usually selected, though a more general inclusiveness is practiced in cases affecting the constitutionality and construction of workmen's compensation laws and laws affecting the status and activities of labor organizations. Considerable attention has also been paid to the decisions construing the Federal employers' liability act. Opinions of the Attorney General of the United States construing Federal labor legislation are also reproduced.

These decisions and opinions are published in abridged form, the facts usually being stated briefly, and quotations being made setting forth the conclusions reached and the grounds therefor. Sometimes the findings of the courts are stated in the editor's own language.

When the bimonthly bulletins were published, labor laws and court decisions were published currently in each issue. Since the adoption of the present system of publications a compilation of all the labor laws of the United States, with decisions of courts relating thereto, was published in 1914,<sup>17</sup> and labor laws enacted and court decisions rendered each year have been published annually, together with a cumulative index of the laws. Important enactments and decisions are also published in the *Monthly Labor Review*.

The compilations and digests of labor laws and decisions are prepared in the office of the bureau by permanent members of the staff. For this purpose the bureau keeps on file and up to date sets of the session laws of all the States and of the Federal Government and current files of the various Law Reporters.

#### FOREIGN LABOR LAWS.

The first compilations of foreign labor laws were made for publication in a series of articles which appeared in the bimonthly bulletin beginning with the issue of November, 1899, and ending with the issue of March, 1901.<sup>18</sup> Since the adoption of the new series of bulletins on "Foreign labor laws," but one study in this series has been made, namely, that on the administration of labor laws and factory inspection in certain European countries.<sup>19</sup> A large number of the publications of the bureau, however, contain reproductions, digests, discussions, and references to foreign labor laws relating to the subjects treated in the respective reports. These have usually been compiled and prepared in the office of the bureau from sources at hand in the library. Notices of new labor legislation enacted in foreign countries appear in nearly all of the issues of the *Monthly Labor Review*.

#### VOCATIONAL EDUCATION.

Industrial or vocational education in the United States and foreign countries has been given considerable attention by the bureau almost since its creation, two annual reports and a number of bulletin articles having been devoted to this subject prior to the year 1912. The studies of vocational education consist of two elaborate surveys—one made in Richmond, Va., and one in Minneapolis, Minn.—and a bulletin on short-unit courses for wage earners. Bulletins on conciliation, arbitration, and sanitation in the dress and waist industry of New York City, and wages and regularity of employment in the cloak, suit, and skirt industry, containing results of studies in vocational education, are also classed with this series.

These studies call attention to the need for vocational education, and furnish a basis of facts for the development of the right kind of industrial training.

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<sup>17</sup> Bul. 148.

<sup>18</sup> Buls. 25, 26, 27, 28, 30, and 33.

<sup>19</sup> Bul. 142.

**LABOR AS AFFECTED BY THE WAR.**

A series of studies begun during the war relates to labor as affected by the war. This consists of studies, published in bulletin form, of foreign food prices as affected by the war; industrial poisons used or produced in the manufacture of explosives; labor conditions, industrial efficiency and welfare work in British munition factories; employment of women and juveniles in Great Britain during the war; a history of the United States Shipbuilding Labor Adjustment Board and a history and description of the work of the National War Labor Board. The studies which relate to foreign conditions are mostly reproductions and digests of British publications prepared in the editorial and research division.

**MISCELLANEOUS STUDIES.**

In addition to the above-mentioned groups of subjects that have occupied the attention of the bureau, many other studies have been made that can not be included in those groups. The results of these studies have appeared in the form of or as parts of annual, special, and miscellaneous reports and bulletins, and as bulletins and Monthly Labor Review articles. Among these may be mentioned: Apprenticeship, bonus systems, building operations in cities, cooperation, building and loan associations and other savings institutions, company stores, convict labor, cost of distribution, cost of production, education of adult workers, factory inspection, the food situation in Central Europe, hand and machine labor, home work, housing of the working people, illiteracy, immigrant labor, industrial communities, international action affecting labor, liquor problem, labor organizations, mutual relief associations among Government employees, negro labor, night work, padrone system, peonage, poor relief, profit sharing, public baths, public utilities, restriction of output, statistics of cities, Sunday work, sweating system, and welfare work.

**LABOR INDEXES AND BIBLIOGRAPHIES.**

Considerable attention is given to the preparation of labor indexes and bibliographies. Indexes are prepared from time to time for publication, both as separate bulletins and in connection with other studies. Bibliographies of labor publications are at times prepared as appendixes to bulletins and they have also been issued as a regular feature of the Monthly Labor Review. For the latter digests and reviews are prepared of publications of special importance. The labor indexes and bibliographies are described in Appendix C (p. 32).

**MONTHLY LABOR REVIEW.**

Much of the attention of the bureau is given to the publication of the Monthly Labor Review, an account of which is given in Appendix C (p. 31).

## OTHER ACTIVITIES.

In order to assist the Federal Government to work out and establish a definite war labor policy, the Bureau of Labor Statistics undertook to study the several types of collective bargaining in the clothing industry, and to discover the effects of trade agreements made through collective bargaining in adjusting labor difficulties, maintaining industrial peace and continuity of production, and establishing proper standards in industry. The results obtained in the clothing-industry study were of considerable service to the War Department in establishing standards of wages, hours of labor, and output.

In view of the increased industrial hazard from accident and disease resulting from the great industrial expansion due to the war, the bureau made special studies of accident hazards in the iron and steel industry, and of hazards from industrial poisons in the manufacture of airplane wings and of explosives.

In order to answer numerous requests for information concerning the extent to which women were being employed in industry in place of men as a result of war conditions, the bureau made an investigation of the employment of women in the manufacture of munitions.

The demand for information on labor conditions in the belligerent countries of Europe during the World War was met by the reproduction, in the form of a special group of bulletins and of articles in the *Monthly Labor Review*, of digests of British, French, and other foreign official reports on hours, fatigue, health, welfare work, the employment of women and juveniles, labor unrest, and other matters concerning conditions of labor in those countries.

The bureau has prepared and supervised the printing of a series of 15 pamphlets for the United States Employment Service giving descriptions of occupations in various industries. The object of these descriptions of occupations, which are based on investigations extending over practically the entire United States, is to furnish definitions of the various occupations in the industries, so that specifications for labor may be uniform, and also to furnish a means by which the prospective employee may be informed as to the nature of the work he will be expected to do.

Data as to building permits in representative cities of the country are now being compiled and published by the bureau, in articles in the *Monthly Labor Review* and in annual bulletins, continuing and enlarging the scope of reports previously issued by the Geological Survey. The data cover residential and nonresidential buildings, showing the number and estimated cost of new buildings, and additions, repairs and alterations, and, in the case of residential buildings (which include family dwellings and apartments), the number of families to be accommodated. These data indicate the provision being made to meet the housing shortage resulting from the war, the relative cost of construction, and the state of employment in the building trades.

The bureau is constantly endeavoring to secure fuller cooperation among the various State labor bureaus of the country and to help the States to establish uniform standards in labor statistics, labor legislation, and labor-law administration. One method by which it aims to accomplish this is to keep the various State labor bureaus fully informed of the activities of the labor bureaus of other States,

of the Federal Government, and of foreign countries, and thus bring into comparison the labor laws, administrative practices, and statistics of the different States and countries. The media for giving this information are the bulletins and the Monthly Labor Review, especially the latter.

The bureau endeavors to eliminate duplication of work by harmonizing and coordinating its work with that of the various State labor bureaus in all investigations in which the State labor bureaus and the Federal bureau are concerned, by giving assistance to the State labor bureaus when requested and by inducing them to supply the Federal bureau with such information concerning wage scales, employment, and other labor matters as they may collect and which the latter desires to utilize. The Commissioner of Labor Statistics also uses more direct means to bring about such cooperation, such as personal contact with the State commissioners of labor and participation in national and international conferences on labor matters.

In addition to the issuing of publications giving the results of its studies and cooperating with other Federal and State bureaus, the Bureau of Labor Statistics devotes much of its time to the preparation of special memoranda in response to inquiries of committees of Congress and individual Congressmen and of other persons and organizations seeking information in regard to labor and other social conditions.

### CHAPTER III.—ORGANIZATION.

Owing to the changeable character of a large part of the work of the Bureau of Labor Statistics, it has not been considered practicable, except in the case of the routine administrative work, to have a hard and fast system of divisions and sections, such as is common in most governmental bureaus. While the employees are grouped in designated divisions and sections, no legal recognition is given to this grouping, and the employees are frequently shifted from one division and section to another according to the needs of the work in hand. It should be understood, therefore, that while the divisions and sections described below exist at the present time there is no permanency in their organization or personnel.

As at present constituted, the organization of the bureau may be outlined as follows:

Office of the commissioner.

Office of the chief statistician:

Special field investigations.

Division of correspondence and files.

Division of accounts.

Division of supplies.

Statistical division:

Wages and labor conditions.

Wholesale prices.

Retail prices.

Cost of living.

Industrial accidents.

Strikes and lockouts.

Volume of employment.

Editorial and research division.

Law division.

A brief description of the duties and responsibilities of these offices, divisions, and sections follows:

#### OFFICE OF THE COMMISSIONER OF LABOR STATISTICS.

The commissioner is the executive and administrative head of the bureau. He decides its policies (subject to approval by the Secretary of the Department), plans its investigations, and directs its work.

It is the duty of the commissioner to outline in a general way the various studies carried on by the bureau, both those undertaken for the first time and those that are of a continuing character. Much of the commissioner's time is necessarily taken up with conferences with persons outside the bureau. The commissioner passes upon all questions of personnel; that is, upon matters regarding appointments and promotions, subject to the action of the Secretary of Labor.

The commissioner is assisted by a private secretary.

**OFFICE OF THE CHIEF STATISTICIAN.**

The chief statistician is required by law to perform also the duties of chief clerk. He is the chief executive officer under the commissioner, having general supervision over all the divisions of the bureau, including the force in the field. As chief statistician he carries into effect the plans outlined by the commissioner for investigations in the field and for work done in the office. He also initiates and carries forward certain lines of statistical and investigational work when so directed by the commissioner.

As chief clerk he is in general charge of the business administration of the bureau, such as the accounts, correspondence, files, appointments, supplies, etc. He acts in the place of the commissioner in the absence of the latter.

The chief statistician has an assistant, who assists him in his administrative work.

Under the office of the chief statistician are the following divisions: Special field investigations, correspondence and files, accounts, and supplies.

**SPECIAL FIELD INVESTIGATIONS.**

The special field investigations are made by agents engaged upon special studies. They report directly to the commissioner and the chief statistician and not through any division chief. These field agents are often aided in the tabulation and preparation of their work by the other divisions, and their manuscripts are subject to scrutiny, verification, and editing by the editorial and research division.

**DIVISION OF CORRESPONDENCE AND FILES.**

In the division of correspondence and files are centralized all correspondence, records, and files.

**DIVISION OF ACCOUNTS.**

The chief of the division of accounts is designated as the financial clerk of the bureau. This division has charge of all matters governing the expenditure of any of the appropriations under which the bureau operates. Here are handled the pay rolls, expense accounts of agents in the field, and the appropriation fund accounts. Under ordinary conditions the bureau operates under three appropriations, one for salaries, one for miscellaneous expenses, and a small appropriation for the purchase of publications. Miscellaneous expenses include the salaries of a few employees who serve as special agents on field studies, and expenses such as transportation charges, contracts for special work, and miscellaneous expenses.

**DIVISION OF SUPPLIES.**

The division of supplies has charge of and issues the supplies for the use of clerks and other employees in the office and in the field. A small supply of all of the bureau's publications that are available is also kept by this division for emergency use.

### STATISTICAL DIVISION.

The statistical division has charge of the statistical work of the bureau, and is composed of the following sections: Wages and labor conditions, wholesale prices, retail prices, cost of living, industrial accidents, strikes and lockouts, and volume of employment. The statistical division is in charge of two statisticians, who have general supervision of the work, each section being in charge of a division or section chief.

#### WAGES AND LABOR CONDITIONS.

The wages and labor conditions section is the statistical, computing, and tabulating division for the major part of the bureau's work. Here the statistics of wages and hours of labor are collected, tabulated, and prepared for publication in bulletins and the Monthly Labor Review.

#### WHOLESALE PRICES.

The wholesale prices section collects and prepares material relating to wholesale prices for use in the Monthly Labor Review, in special monthly statements of wholesale prices of commodities and in the annual bulletins on wholesale prices. It also prepares special tables on wholesale price figures in response to inquiries reaching the office from various persons and organizations.

#### RETAIL PRICES.

The functions of the retail prices section are similar to those of the wholesale prices section. Material is prepared for use in the Monthly Labor Review and for the annual reports, and special work is done as demands are made upon the division.

#### COST OF LIVING.

All the office and field activities concerning the collection and publication of information on the cost of living are carried on by this section. Most of the original information on cost of living is obtained by special agents, who also do the work of compiling and preparing data for publication.

#### INDUSTRIAL ACCIDENTS.

The industrial accidents section conducts studies of the trend of accident frequency and severity in various industries, as well as the causes of accidents and the methods adopted or which might be applied in the matter of accident prevention.

#### STRIKES AND LOCKOUTS.

The strikes and lockouts section keeps in touch with strikes and lockouts in the United States by consulting the files of newspapers and other sources of information, and sending out questionnaires to those concerned. The information thus collected is then compiled and published quarterly in the Monthly Labor Review.

**VOLUME OF EMPLOYMENT.**

The activities concerning employment and unemployment are carried on in the volume of employment section. This work involves the compilation of data from monthly reports received by the bureau from a large number of manufacturing concerns in various industries as to the number of employees and amount of pay roll, for publication in the Monthly Labor Review.

**EDITORIAL AND RESEARCH DIVISION.**

The editorial and research division is one of the most important divisions in the bureau, as every publication that is issued is here finally revised and put in shape for the printer, and whenever possible, all facts and figures appearing in the manuscript are verified. This division has charge of the compilation of data and the preparation of many of the special articles which appear in the Monthly Labor Review, such as articles on wages and conditions of labor in foreign countries, cooperation, housing, industrial hygiene, etc. Examination is made of official and other publications, both domestic and foreign, for the purpose of utilizing in the Monthly Labor Review such labor information as may be of public interest. This division also determines in a large measure the character of the material that is to appear in the Monthly Labor Review. A section of the division has the handling of the proof-reading work.

This division is in charge of a chief, and an assistant chief acts in his absence and has charge of the proof reading.

**LAW DIVISION.**

The law division, which consists of a chief and an assistant, keeps on file copies of session laws of all the States and of the Federal Government and of current issues of the various Law Reporters. In this division are prepared the annual bulletins on labor laws and court decisions, special bulletins, and articles and digests relating to these subjects appearing in the Monthly Labor Review.

## APPENDIXES.

### APPENDIX A.—OUTLINE OF ORGANIZATION.

The following is a summary of the personnel of the Bureau of Labor Statistics, Department of Labor, September 1, 1922, classified according to organization, which, however, is frequently changing owing to the constant shifting of the personnel within the bureau:

PERSONNEL OF THE BUREAU OF LABOR STATISTICS, SEPTEMBER 1, 1922, AND ANNUAL SALARY RATES.

Designation.	Number of employees.	Annual salary rate. <sup>1</sup>	Designation.	Number of employees.	Annual salary rate. <sup>1</sup>
<i>Office of the commissioner.</i>			<i>Statistical division—Con.</i>		
Commissioner.....	1	\$5,000	Special agent—statistical clerk...	2	\$1,000
Secretary to commissioner.....	1	1,600	Statistical clerk.....	6	1,400
	2		Do.....	10	1,200
<i>Office of the chief statistician.</i>			Do.....	4	1,000
Chief statistician.....	1	3,000	Clerk-draftsman.....	1	1,200
Assistant to chief statistician.....	1	1,600	Clerk-stenographer.....	1	1,400
Statistician.....	1	2,920	Do.....	1	1,200
Do.....	1	2,760	Stenographer.....	1	1,200
Correspondence clerk.....	1	1,600		77	
Financial clerk.....	1	2,280	<i>Editorial and research division.</i>		
Stenographer.....	1	1,400	Editor (chief of division).....	1	3,000
File clerk.....	1	1,400	Assistant chief of division.....	1	2,280
Member of General Supply Committee and department physician.....	1	2,000	Secretary to editor.....	1	1,600
Assistant stationery and property clerk.....	1	1,200	Editorial clerk.....	1	2,000
Investigator.....	1	2,280	Do.....	3	1,800
Clerk-stenographer.....	1	1,200	Do.....	2	1,600
Do.....	2	1,000	Editorial clerk and translator.....	1	1,800
Copyist and utility man.....	1	900	Manuscript editor.....	1	2,000
Messenger.....	1	840	Do.....	1	1,800
Assistant messengers.....	3	720	Do.....	1	1,400
Laborers.....	2	660	Indexer and research worker.....	1	1,800
	21		Proof reader and copy preparer.....	1	1,300
<i>Statistical division.</i>			Assistant proof reader and copy preparer.....	1	1,400
Chief of division.....	2	2,520	Translator.....	1	1,200
Do.....	1	2,280	Clerk-stenographer.....	1	1,400
Do.....	1	2,000		18	
Do.....	2	1,800	<i>Law division.</i>		
Assistant chief of division.....	1	2,000	Chief of division.....	1	2,760
Do.....	1	1,800	Assistant chief of division.....	1	1,200
Do.....	4	1,600	Stenographer.....	1	1,200
Chief of section.....	1	2,280		3	
Do.....	2	2,000	<i>Detailed to other offices of the department.</i>		
Do.....	1	1,600	Clerk.....	1	1,200
Do.....	1	1,400	Copyist.....	1	900
Special agent—statistical clerk.....	1	2,280		2	
Do.....	4	2,000		2	
Do.....	4	1,800	Grand total, bureau employees....	123	
Do.....	9	1,600			
Do.....	9	1,400			
Do.....	12	1,400			
Do.....	4	1,200			

<sup>1</sup> This rate does not include any bonus.

**APPENDIX B.—CLASSIFICATION OF ACTIVITIES.**

1. Investigations by special agents and research experts and collation and publication of returns from various organizations:
  - (a) Annually—
    1. Wholesale prices.
    2. Retail prices.
    3. Union scales of wages and hours of labor.
  - (b) Irregularly—
    1. Wages and hours of labor.
    2. Cost of living.
    3. Employment and unemployment.
    4. Women in industry.
    5. Workmen's insurance and compensation.
    6. Industrial accidents and hygiene.
    7. Conciliation and arbitration.
    8. Vocational education.
    9. Labor as affected by the war.
    10. Other labor data.
2. Compilation and publication of labor laws:
  - (a) Annually, United States.
  - (b) Irregularly, foreign countries.
3. Extracting, digesting, and publishing court decisions affecting labor: Annually, United States.
4. Preparation and publication of a monthly review of labor information.
5. Preparation and publication of labor indexes and bibliographies.

## APPENDIX C.—PUBLICATIONS.

The publications of the Bureau of Labor Statistics are issued in the form of bulletins, which appear at irregular intervals; a monthly periodical, entitled *Monthly Labor Review*; a monthly statement of wholesale prices of commodities; a monthly reprint from the *Monthly Labor Review* of a chapter on prices and cost of living; and mimeographed press statements, some of which are issued monthly and others when special occasions for their issue arise.

*Monthly Labor Review.*—This periodical gives information concerning the current work and publications of the Bureau of Labor Statistics and of other agencies of the Federal and State Governments and of foreign countries which relate directly to labor matters; also information from other sources having a bearing upon labor in all parts of the world. The contents of the *Monthly Labor Review* usually consist of one or more leading or special articles and a large number of shorter articles, digests, extracts, and special statistical compilations.

The following list of special articles which appeared in the *Monthly Labor Review* for the first six months of 1922 will give an idea of the character of the information published in that form: Recommendations of the President on labor and agriculture; Disarmament in industry; What is personnel research?; Trend of employment in the manufacturing industries in the United States, June, 1914, to December, 1921; Rise of factory labor in India; Wages and hours of labor in bituminous coal mining in the fall and winter of 1921-22; Cost of living in coal-mining towns; Extent of operation of bituminous coal mines; Unemployment survey in Columbus, Ohio; Effect of the tax exemption ordinance in New York City on housing; Wages and hours of labor in anthracite coal mining in Pennsylvania in January, 1922; Shipping strike in Hongkong; Necessity for conservation of forests in the Southern States; and Development of collective bargaining in the men's clothing industry in the United States.

The shorter articles are usually grouped under the following heads: Industrial relations and labor conditions; prices and cost of living; wages and hours of labor; minimum wage; labor agreements, awards, and decisions; employment and unemployment; housing; industrial accidents and hygiene; workmen's compensation; labor laws and court decisions; labor organizations; woman and child labor; strikes and lockouts; conciliation and arbitration; cooperation; immigration; what State labor bureaus are doing; current notes of interest to labor; and official publications relating to labor.

A reprint from the *Monthly Labor Review* of the chapter on prices and cost of living is published each month for distribution among those specially interested in such information.

A cumulative index of all articles published in the *Monthly Labor Review*, which will be of great assistance for ready reference to all articles which have appeared in that publication, is in press.

*Wholesale prices of commodities.*—A monthly publication, giving detailed actual and relative wholesale price figures, is issued about 15 days following the close of the month to which the figures relate.

*Bulletins.*—These publications, which are issued at irregular intervals, contain the results of important and sometimes very elaborate studies and investigations on matters pertaining to labor. Some of the subjects are treated annually and others at irregular intervals. The bulletins are grouped in series of general subjects as follows: Wholesale prices; retail prices and cost of living; wages and hours of labor; employment and unemployment; women in industry; workmen's insurance and compensation; industrial accidents and hygiene; conciliation and arbitration; labor laws of the United States; foreign labor laws; vocational education; labor as affected by the war; and miscellaneous. An account of the nature of the information contained in each of these series is given in the chapter on "Activities."

*Labor indexes.*—Three important indexes have been issued by the bureau and a fourth is in press:

Analysis and index of all reports issued by bureaus of labor statistics in the United States prior to November 1, 1892. Washington, 1893. 376 pp.

Index of all reports issued by bureaus of labor statistics in the United States prior to March 1, 1902. Washington, 1902. 287 pp.

Subject index of the publications of the United States Bureau of Labor Statistics up to May 1, 1915. Washington, 1915. 233 pp.

Cumulative index of the Monthly Labor Review of the United States Bureau of Labor Statistics, July, 1915, to December, 1920 (Volumes I-XI). (In press.)

The first two mentioned indexes of the publications of the Bureau of Labor Statistics open up for convenient reference an extensive and valuable body of information covering the years prior to 1902, and make these publications of the bureau serve as an historical treatise on labor subjects as well as a handbook on practically every phase of labor in the United States.

The index of the publications of the bureau up to May 1, 1915, is a subject index, and the subjects treated cover in a comprehensive way the activities of the bureau in its field of research and investigation from its organization in 1885 to 1915. This subject index is supplemented by the individual indexes which many of the special reports contain. Among the special indexes may be mentioned the cumulative index published annually from 1914 in the bulletins of the Bureau of Labor Statistics relating to the labor laws of the United States.

The cumulative index of the Monthly Labor Review, which is now in press, is an analytical subject index, including authors, officials, and official and nonofficial organizations whose publications and activities have entered into the text of the Review. The basis for this index is a standard list of subject headings selected in cooperation with labor experts and cross-referenced. The subjects represent the standardized labor terminology of recent labor literature.

*Labor bibliographies.*—Current labor literature of the United States and foreign countries has been featured regularly in a special section of the Monthly Labor Review since its inception in 1915 and in the bimonthly bulletin before that time, and important books have been given special reviews. These annotated labor

bibliographies have been of value to librarians and students of labor in keeping abreast with labor publications and movements, especially during the recent period of unusual industrial activity.

The bureau has issued bibliographies and reading lists on many special subjects, and in 1919 an extensive list of the labor press of the United States and foreign countries was published in the *Monthly Labor Review* for June, 1919 (pp. 334-353), covering over 500 entries of current labor papers and journals issued in the United States and foreign countries.

All of the publications listed and reviewed by the bureau are a part of the Library of the Department of Labor.

*Press and other advance notices.*—In addition to the printed publications, the Bureau of Labor Statistics issues press notices and other mimeographed publications containing advance summaries of information obtained by the bureau. Of these, the mimeographed statements of index numbers of wholesale prices and of retail prices are issued about the middle of the month following that to which the figures relate. Other mimeograph statements are issued whenever information of current public interest concerning the results of the bureau's work is available for publication.

*Distribution.*—Up to July, 1920, all the publications of the bureau were furnished gratis, but owing to the shortage of paper and the high cost of printing at that time the size of the *Monthly Labor Review* was cut down and it was put on a subscription basis to all except labor departments and bureaus, workmen's compensation commissions and other offices connected with the administration of labor laws, and all organizations exchanging publications with the Bureau of Labor Statistics. The bulletins are still furnished free as long as the bureau has a supply available. The publications are also sold by the Superintendent of Documents.

## APPENDIX D.—LAWS.

### INDEX TO LAWS RELATING TO THE BUREAU.

Creation:	
Department of Labor-----	25 Stat. L. 182.
-----	37 Stat. L. 736.
Department of Commerce and Labor-----	32 Stat. L. 825.
Bureau of Labor, Department of Commerce and Labor-----	32 Stat. L. 827.
Bureau of Labor Statistics, Department of Labor-----	37 Stat. L. 737.
Personnel:	
Commissioner of Labor Statistics-----	25 Stat. L. 182.
-----	37 Stat. L. 737.
-----	Pub. No. 183, 67th Cong.
Chief statistician (chief clerk)-----	25 Stat. L. 182.
-----	Pub. No. 183, 67th Cong.
Statutory positions-----	Pub. No. 183, 67th Cong.
Functions:	
Department of Labor-----	25 Stat. L. 182.
-----	37 Stat. L. 736.
Secretary of Labor-----	37 Stat. L. 736.
Commissioner of Labor Statistics-----	23 Stat. L. 60.
-----	25 Stat. L. 182.
-----	31 Stat. L. 155.
-----	33 Stat. L. 164.
-----	37 Stat. L. 737.
Chief statistician (chief clerk)-----	25 Stat. L. 182.
-----	34 Stat. L. 442.
Labor statistics of Hawaii-----	31 Stat. L. 155.
-----	33 Stat. L. 164.
Bureau of Labor Statistics-----	37 Stat. L. 737.
Publications:	
Bulletin-----	28 Stat. L. 805.
-----	30 Stat. L. 61.
-----	31 Stat. L. 644.
Labor statistics of Hawaii-----	31 Stat. L. 155.
-----	33 Stat. L. 164.
Appropriations:	
For the fiscal year ending June 30, 1923-----	Pub. No. 183, 67th Cong.

### TEXT OF LAWS CONTROLLING PRESENT ORGANIZATION AND OPERATION OF BUREAU.

ACT OF JUNE 13, 1888.—*An act to establish a Department of Labor.*

[25 Stat. L. 182.]

[SECTION 1]. There shall be at the seat of government a Department of Labor, the general design and duties of which shall be to acquire and diffuse among the people of the United States useful information on subjects connected with labor, in the most general and comprehensive sense of that word, and especially upon its relation to capital, the hours of labor, the earnings of laboring men and women, and the means of promoting their material, social, intellectual, and moral prosperity.

SEC. 2. The Department of Labor shall be under the charge of a Commissioner of Labor, who shall be appointed by the President, by and with the advice and consent of the Senate; he shall hold his office for four years, unless sooner removed.

SEC. 4. During the necessary absence of the commissioner, or when the office shall become vacant, the chief clerk shall perform the duties of commissioner.

SEC. 7. \* \* \* It shall be the duty of the commissioner also to ascertain and report as to the effect of the customs laws, and the effect thereon of the state of the currency, in the United States, on the agricultural industry, especially as to its effect on mortgage indebtedness of farmers. \* \* \* He shall also establish a system of reports by which, at intervals of not less than two years, he can report the general condition, so far as production is concerned, of the leading industries of the country. The Commissioner of Labor is also specially charged to investigate the causes of, and facts relating to, all controversies and disputes between employers and employees as they may occur, and which may tend to interfere with the welfare of the people of the different States, and report thereon to Congress. The Commissioner of Labor shall also obtain such information upon the various subjects committed to him as he may deem desirable from different foreign nations, and what, if any, convict-made goods are imported into this country, and if so, from whence. .

ACT OF MARCH 2, 1895.—*An act making appropriation for legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1896, and for other purposes.*

[28 Stat. L. 805.]

The Commissioner of Labor is hereby authorized to prepare and publish a bulletin of the Department of Labor, as to the condition of labor in this and other countries, condensations of State and foreign labor reports, facts as to conditions of employment, and such other facts as may be deemed of value to the industrial interests of the country, and there shall be printed one edition of not exceeding ten thousand copies of each issue of said bulletin for distribution by the Department of Labor.<sup>1</sup>

ACT OF APRIL 30, 1900.—*An act to provide a government for the Territory of Hawaii.*

[31 Stat. L. 155.]

SEC. 76 (as amended by act of April 8, 1904 [33 Stat. L. 164]). \* \* \* It shall be the duty of the United States Commissioner of Labor to collect, assort, arrange, and present in reports in nineteen hundred and five, and every five years thereafter, statistical details relating to all departments of labor in the Territory of Hawaii, especially in relation to the commercial, industrial, social, educational and sanitary condition of the laboring classes, and to all such other subjects as Congress may by law direct. The said commissioner is especially charged to ascertain the highest, lowest, and average number of employees engaged in the various industries in the Territory, to be classified as to nativity, sex, hours of labor, and conditions of employment, and to report the same to Congress.<sup>2</sup>

ACT OF FEBRUARY 14, 1903.—*An act to establish the Department of Commerce and Labor.*

[32 Stat. L. 825.]

SECTION 1. There shall be at the seat of the government an executive department to be known as the Department of Commerce and Labor.

SEC. 4. \* \* \* The Department of Labor \* \* \* and all that pertains to the same, be and the same hereby [is] placed under the jurisdiction and made a part of the Department of Commerce and Labor.

ACT OF JUNE 22, 1906.—*An act making appropriations for the legislative, executive, and judicial expenses of the Government for the fiscal year ending June 30, 1907, and for other purposes.*

[34 Stat. L. 442.]

That the following sums be, and the same are hereby, appropriated, out of any money in the Treasury not otherwise appropriated, in full compensation

<sup>1</sup> The sundry civil appropriation bill of June 4, 1897 (30 Stat. L. 61), authorizes the printing of 15,000 copies of each issue, while that of June 6, 1900 (31 Stat. L. 644), authorizes not to exceed 20,000 copies of any single issue as an extra edition.

<sup>2</sup> The original act called for annual reports, otherwise it was almost identical with the act as amended.

for the service of the fiscal year ending 1907, for the objects hereinafter expressed, namely:

\* \* \* Bureau of Labor: For compensation of the \* \* \* chief statistician, who shall also perform the duties of chief clerk, \$3,000.

ACT OF MARCH 4, 1913.—*An act creating a Department of Labor.*

[37 Stat. 736.]

SECTION 1. There is hereby created an executive department in the Government to be called the Department of Labor, \* \* \*.

SEC. 3. The following named offices, bureaus, \* \* \* now and heretofore under the jurisdiction of the Department of Commerce and Labor and all that pertains to the same, known as the \* \* \* Bureau of Labor, \* \* \* and the Commissioner of Labor, be, and the same hereby are, transferred from the Department of Commerce and Labor to the Department of Labor, and the same shall hereafter remain under the jurisdiction and supervision of the last-named department. \* \* \* The Bureau of Labor shall hereafter be known as the Bureau of Labor Statistics, and the Commissioner of the Bureau of Labor shall hereafter be known as the Commissioner of Labor Statistics; and all the powers and duties heretofore possessed by the Commissioner of Labor shall be retained and exercised by the Commissioner of Labor Statistics.

SEC. 4. The Bureau of Labor Statistics, under the direction of the Secretary of Labor, shall collect, collate, and report at least once each year, or oftener if necessary, full and complete statistics of the conditions of labor and the products and distribution of the products of the same, and to this end said Secretary shall have power to employ any or either of the bureaus provided for his department and to rearrange such statistical work and to distribute or consolidate the same as may be deemed desirable in the public interests; and said Secretary shall also have authority to call upon other departments of the Government for statistical data and results obtained by them; and said Secretary of Labor may collate, arrange, and publish such statistical information so obtained in such manner as to him may seem wise.

SEC. 9. The Secretary of Labor \* \* \* shall also, from time to time, make such special investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

ACT OF MARCH 28, 1922.—*An act making appropriations for the Departments of Commerce and Labor for the fiscal year ending June 30, 1923, and for other purposes.*

[Pub. No. 183, 67th Cong.]

The following sums are appropriated, out of any money in the Treasury not otherwise appropriated, for the Departments of Commerce and Labor for the fiscal year ending June 30, 1923, namely:

\* \* \* Bureau of Labor Statistics. Salaries: Commissioner, \$5,000; chief statistician, who shall also perform the duties of chief clerk, \$3,000; statistician, \$3,000; six statistical experts, at \$2,000 each; employees—two at \$2,760 each, one \$2,520, five at \$2,280 each, one \$1,800, six at \$1,600 each, seven at \$1,400 each, two at \$1,200 each; special agents—four at \$1,800 each, six at \$1,600 each, eight at \$1,400 each, four at \$1,200 each; clerks—eight of class four, seven of class three, ten of class two, seventeen of class one, eight at \$1,000 each; two copyists at \$900 each; messenger \$840; three assistant messengers at \$720 each; two laborers at \$660 each; in all \$172,960.

Per diem in lieu of subsistence not exceeding \$4 of special agents, and employees, and for their transportation; experts and temporary assistance for field service outside of the District of Columbia, to be paid at the rate of not exceeding \$8 per day; temporary statistical clerks, stenographers, and typewriters in the District of Columbia, to be selected from civil-service registers and to be paid at the rate of not exceeding \$100 per month, the same person to be employed for not more than six consecutive months, the total expenditure for such temporary clerical assistance in the District of Columbia not to exceed \$6,000; traveling expenses of officers and employees, purchase of reports and materials for reports and bulletins of the Bureau of Labor Statistics, \$69,000.

For periodicals, newspapers, documents, and special reports for the purpose of procuring strike data, price quotations, and court decisions for the Bureau of Labor Statistics, \$300.

Total, Bureau of Labor Statistics, \$242,260.

## APPENDIX E.—FINANCIAL STATEMENT.

The Bureau of Labor Statistics receives direct appropriations from Congress and in addition shares in the general appropriations made to the Department of Labor for rent, stationery, printing, and other miscellaneous expenses. During the years 1918 and 1919 it also received allotments from the National Security and Defense Fund. The bureau has received no continuing appropriations and in but one instance (1910) has it benefited by the reappropriation of a surplus.

The figures in the following table are distributed under the general heads for which congressional appropriations have been made. In all cases "appropriations" include deficiency appropriations. Expenditures are figured on the accrual basis. Under "salaries" are listed only appropriations for statutory positions. In addition considerable amounts are paid for salaries out of the lump-sum appropriations, "miscellaneous expenses," and "appropriations for special work." The items under "allotments from National Security and Defense Fund" for 1918 and 1919 also include salaries. The figures given for "increase of compensation" cover all the additional compensation (bonus) received by the bureau under the acts of July 3, 1918, November 1, 1919, and June 29, 1922.

APPROPRIATIONS AND EXPENDITURES OF THE BUREAU OF LABOR STATISTICS FOR 1907 TO 1922.

Fiscal year.	Salaries.		Miscellaneous expenses.		Library.		Appropriations for special work.		Increase of compensation.	Allotments from national security and defense fund.		Medical examination for injured employees.		Total.	
	Appropriation.	Expenditure.	Appropriation.	Expenditure.	Appropriation.	Expenditure.	Appropriation.	Expenditure.		Appropriation.	Expenditure.	Appropriation.	Expenditure.	Appropriation.	Expenditure.
1907.....	\$107,480.00	\$106,295.37	\$64,090.00	\$63,828.72	\$1,000.00	\$454.68								\$172,570.00	\$170,578.77
1908.....	107,480.00	106,426.96	64,090.00	63,663.21	1,000.00	698.57	1 150,000.00	1 144,472.60						322,570.00	315,261.34
1909.....	107,480.00	106,157.94	64,090.00	53,967.62	1,000.00	952.11	1 150,000.00	1 149,996.46						322,570.00	311,074.13
1910.....	107,480.00	104,025.16	64,090.00	72,833.33	1,000.00	981.45								172,570.00	177,839.94
1911.....	107,480.00	105,244.72	64,090.00	64,090.00	1,000.00	996.19						\$3,000.00	\$249.00	175,570.00	170,579.91
1912.....	103,100.00	101,177.78	84,090.00	83,562.84	1,000.00	999.48						3,000.00	173.34	191,190.00	185,913.44
1913.....	102,283.67	99,767.64	64,090.00	63,555.54	1,000.00	987.99						3,000.00	399.00	170,373.67	164,710.17
1914.....	102,160.00	97,953.10	69,090.00	68,367.41	1,000.00	996.64	4 10,000.00	4 2,075.75				3,000.00	2,935.91	185,250.00	172,328.81
1915.....	136,391.67	135,277.60	64,090.00	63,918.57	1,000.00	985.50						3,000.00	2,903.28	204,481.67	203,084.95
1916.....	137,880.00	136,904.80	67,090.00	66,950.02	1,000.00	960.33						3,000.00	2,986.89	208,970.00	207,802.04
1917.....	137,880.00	136,580.52	64,090.00	62,969.59	1,000.00	924.83	8 8,000.00	8 7,478.81				3,000.00	2,363.31	213,970.00	210,307.06
1918.....	148,280.00	142,442.09	64,090.00	63,165.11	1,000.00	991.02	7 5,000.00	7 8,060.29	8 575,000.00	8 449,184.73				301,430.29	293,143.24
1919.....	172,960.00	164,498.67	70,000.00	69,315.60	300.00	295.91			13,561.31	9 575,000.00	9 552,485.01			831,821.31	800,156.50
1920.....	217,140.90	212,738.69	104,250.00	102,045.75	300.00	291.46			40,645.96					362,335.96	355,721.86
1921.....	172,960.00	167,009.49	75,000.00	72,418.32	300.00	299.50			29,039.30					277,299.30	268,765.61
1922.....	172,960.00	169,948.67	69,000.00	67,751.29	300.00	256.69			28,154.66					270,414.66	266,111.31

<sup>1</sup> Investigating the condition of woman and child workers. Unexpended balance July 1, 1909, made available for 1910.

<sup>2</sup> Balance of 1909, \$10,122.38 reappropriated.

<sup>3</sup> Including \$123.67, continuing resolution, July 1-Aug. 23, 1912.

<sup>4</sup> International Congress on Social Insurance.

<sup>5</sup> Appropriation, \$137,880, less deduction of \$1,488.33, continuing resolution July 1-15, 1914.

<sup>6</sup> Inquiring into cost of living in the District of Columbia, appropriation \$6,000; expenditure \$5,986.79; compiling material on first-aid methods, appropriation \$2,000, expenditure \$1,492.02.

<sup>7</sup> Compiling material on first-aid methods; no expenditure.

<sup>8</sup> Survey of cost of living.

<sup>9</sup> Survey of cost of living: Allotment \$325,500, expenditure \$324,824.44. Industrial survey: Allotment \$249,500, expenditure \$227,660.57.

## APPENDIX F.—BIBLIOGRAPHY.<sup>1</sup>

This bibliography lists only those works which deal directly with the Bureau of Labor Statistics, its history, activities, organization, methods of business, problems, etc. It is intended primarily to meet the needs of those persons who desire to make a further study of this service from an administrative standpoint. It does not include the titles of publications of the bureau itself, except in so far as they treat of this service, its work and problems. Nor does it include books or articles dealing merely with technical features other than administrative of the work of the bureau.

### OFFICIAL PUBLICATIONS.

#### CANADA. *Department of Labour.*

United States labour monthly review. (*In its Labour Gazette.* Sept. 1915, v. 16; 241-242.)

Announcement of the publication of the first issue of the Monthly Review of the Bureau of Labor Statistics.

#### CHILE. *Ministerio de industria y obras públicas.*

La Oficina del trabajo en Estados Unidos. Santiago de Chile, 1907. 27 p.

A digest of Bulletin No. 54 of the United States Bureau of Labor.

#### HANGER, G. W. W.

Bureaus of statistics of labor in the United States. (*In Bulletin U. S. Bureau of Labor no. 54, p. 991-1021.*)

Includes information concerning the Federal Bureau of Labor.

#### UNITED STATES. *Bureau of Education.*

Bureau of Labor Statistics.

(*In its Guide to United States publications, compiled by Walter I. Swanton. Washington, 1918, p. 118-119. Bulletin 1918, no. 2.*)

(*In its The Federal executive departments as sources of information for libraries. Compiled by Edith Guerrier. Washington, 1919. p. 194-8. Bulletin 1919, no. 74.*)

#### — *Bureau of Labor.*

Analysis and index of all reports issued by bureaus of labor statistics in the United States prior to Nov. 1, 1892. Washington, Govt. print. off., 1893. 376 p. (*Its Third special report.*)

The analysis of reports of the Federal bureau is found on p. 218-235.

#### — Annual report of the Commissioner of Labor. The first—twenty-fifth.

March, 1886-1910. Washington, Govt. print. off., 1886-1911. 29 v.

Commissioners: Carroll D. Wright, 1885-1904; Charles P. Neill, 1905-1910.

Found also in the congressional series of public documents.

These are not administrative reports, but are reports of special studies and investigations on a variety of subjects.

#### — Bulletin, v. I-XXIV (no. 1-100). Nov. 1895-May, 1912. Washington, Govt. print. off., 1896-1912.

Continued by the Bulletin of the United States Bureau of Labor . . . no. 101-111, followed by the Bulletin of the United States Bureau of Labor Statistics, No. 112.

Bulletins (1896-1912) contain original investigations of labor problems, abstracts of State and foreign labor reports, laws and decisions affecting labor, and miscellaneous news. Later bulletins are issued in 13 different series, devoted to a number of subjects.

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<sup>1</sup> Compiled by M. Alice Matthews.

- UNITED STATES. *Bureau of Labor*. Exhibit of the Bureau of Labor at the Louisiana purchase exposition . . . Washington, Govt. print. off., 1904. XIV, p. 969-1490, plates, plans, tables, charts. (*Its Bulletin* . . . no. 54, Sept, 1904.)
- The "Introduction," by G. W. W. Hanger, tells how the exhibit was prepared. The second article describes "The working of the United States Bureau of Labor," by Carroll D. Wright. The third article is by G. W. W. Hanger on "Bureaus of statistics of labor in the United States." The remainder of the bulletin consists of articles on a variety of subjects of interest to labor.
- A letter from the Commissioner of Labor to the Honorable Secretary of the Interior, declaring the policy of the bureau. Washington, 1885. 3 p.
- Publications of the U. S. Bureau of Labor prior to July 1, 1912. Washington, Govt. print. off., 1912. 13 p.
- Regulations governing field employees, effective May 1, 1910. Washington, Govt. print. off., 1910. 25 p.
- Special report of the Commissioner of Labor . . . Washington, Govt. print. off., 1889-1905. 12 v.
- These reports have been issued in various editions.
- *Bureau of Labor Statistics*.
- Labor and the war. Organization of the war labor administration completed. (*In its Monthly Labor Review*, Aug. 1918, v. 7, p. 283-291.)
- Outlines the cooperative relations existing between the Bureau of Labor Statistics and the Investigation and Inspection Service of the Department of Labor.
- Monthly Review of the U. S. Bureau of Labor Statistics . . . v. 1, July, 1915, to date. Washington, Govt. print. off., 1915 to date.
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- Official rules and regulations of the Bureau of Labor Statistics. April, 1921. Washington, Govt. print. off., 1921. 10 p.
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- Subject index of the publications of the United States Bureau of Labor Statistics up to May 1, 1915. September, 1915. Washington, Govt. print. off., 1915. 233 p. (*Its Bulletin* no. 174.)
- *Congress. Joint Commission on Laws Organizing Executive Departments* (known as the Dockery-Cockrell Commission).
- Department of Labor. (*In its Organization of the executive departments* . . . at the national capital . . . Washington, 1893. p. 163-164. S. Rept. no. 47, 53d Cong., 1st sess. Serial no. 3148.)
- Department of Labor. (*In its References to laws organizing executive departments* . . . at the National capital. Washington, 1893, p. 125-126. S. Rept. no. 41, 53d Cong., 1st sess. Serial no. 3148.)
- *House. Committee on Appropriations*.
- Legislative, executive and judicial appropriation bill. Hearings . . . Washington, Govt. print. off., 1885 to date.
- The hearings before this committee contain much interesting testimony concerning the activities of the Bureau of Labor.
- *Select Committee on the Census*.
- Statistics of certain cities. Report to accompany H. R. 15807 [repealing provision of act by which Commissioner of Labor is authorized to compile abstract of statistics of cities of over 30,000 population] Feb. 13, 1903. [Washington, Govt. print. off., 1903] 2 p. (H. Rept. 3767, 57th Cong., 2d sess. Serial no. 4415.)
- *Department of Commerce and Labor*.
- Bureau of Labor. (*In its Organization and law of the Department of Commerce and Labor*. Washington, 1904, p. 60-64.)
- Includes text of portions of various acts relating to the Bureau of Labor.
- Bureau of Labor. The relations of labor and capital. (*In First annual report of the Secretary of Commerce and Labor*, 1903. Washington, 1903. p. 27-30.)
- Outlines the policy of the department with respect to "capitalists and wage receivers" and reviews the year's work of the Bureau of Labor.

UNITED STATES. *Department of Commerce and Labor. Bureau of Labor. (In its Reports of the Department of Commerce and Labor. 1904-1912. Report of the Secretary of Commerce and Labor and reports of bureaus. Washington, 1905-1913.)*

1904, p. 17-20, 105-121; 1905, p. 20-24, 77-92; 1906, p. 17-19, 73-88; 1907, p. 25-30, 213-229; 1908, p. 36-42, 311-318; 1909, p. 11-12, 91-98; 1910, p. 61-63, 399-409; 1911, p. 69-71, 411-422; 1912, p. 70-73, 421-433.

— Official regulations of the Bureau of Labor. (*In its Rules and regulations governing the Department of Commerce and Labor in its various branches. Washington, 1907, p. 141-157.*)

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— *Department of Labor.*

Bureau of Labor Statistics. (*In Annual reports of the Department of Labor. 1913 to date. Report of the Secretary of Labor and reports of bureaus. Washington, 1914 to date.*)

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— Publications of the Department of Labor available for distribution . . . Washington, Govt. print. off., 1913 to date.

— Regulations of the Department of Labor, in effect October 15, 1915. Washington, Govt. print. off., 1915. 259 p.

— Report relating to section 10 of act creating the Department of Labor. Letter from the Secretary of Labor submitting report prepared in pursuance of section 10 of the act approved March 4, 1913 . . . entitled "An act to create a Department of Labor." . . . Washington, Govt. print. off., 1917. 11 p. (H. Doc. 1906. 64th Cong., 2d sess. Serial no. 7240.)

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— *President [Roosevelt], 1901-1909.*

Recommendations for compilations of labor laws of the various States and for other reports to be made by the Bureau of Labor. (*In his Fourth annual message to Congress, Dec. 6, 1904.*)

— *Treasury Department.*

Letter from the Secretary of the Treasury transmitting estimates of appropriations required for the service of the fiscal year . . . Washington, Govt. print. off., 1885 to date.

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WRIGHT, CARROLL D.

The working of the Department of Labor. Washington, 1901. 17 p. (U. S. Bureau of Labor. Monographs on social economics. I.)

A short history of the Department, its organization and functions and character of its work.

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**FAIRLIE, JOHN A.**

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New York, 1905. p. 233-234.)

**GAUSS, H. C.**

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(In his *American government*. New York, 1908. p. 775-776.)

**HASKIN, FREDERIC J.**

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(In his *American government*. New York, 1911. p. 143-156.)

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**INTERNATIONAL ASSOCIATION OF OFFICIALS OF BUREAUS OF LABOR, FACTORY  
INSPECTION AND INDUSTRIAL COMMISSIONS.**

Proceedings of 1st to 28th annual meetings, 1883 to 1913.

A statement of the activities of the United States Bureau of Labor, by the Commissioner of Labor, will be found in the following reports of proceedings:

- 3d annual convention, Boston, 1885, p. 125-137.
- 7th annual convention, Hartford, Conn., 1889, p. 18-23.
- 14th annual convention, Detroit, 1896, p. 28-33.
- 15th annual convention, Augusta, Me., 1899, p. 43-46.
- 16th annual convention, Milwaukee, 1900, p. 37-39.
- 17th annual convention, St. Louis, 1901, p. 32-35.
- 18th annual convention, New Orleans, 1902, p. 75-78.
- 19th annual convention, Washington, D. C., 1903, p. 69-71.
- 20th annual convention, Concord, N. H., 1904, p. 43.
- 22d annual convention, Boston, 1906, p. 23-27.
- 23d annual convention, Norfolk, Va., 1907, p. 53-54.
- 24th annual convention, Detroit, Mich., 1908, p. 29.
- 25th annual convention, Rochester, N. Y., 1909, p. 131-134.
- 26th annual convention, Hendersonville, N. C., 1910, p. 91-96.
- 27th annual convention, Lincoln, Nebr., 1911, p. 35-40.

**MEEKER, ROYAL.**

A plan for more effective cooperation between State and Federal labor offices.

(In *Association of Governmental Labor Officials of the United States and Canada*. Proceedings of the second annual convention, Detroit, 1915. p. 81-85.)

Various activities of the Bureau of Labor Statistics described by the Commissioner of Labor.

— Some features of the statistical work of the Bureau of Labor Statistics. *American Statistical Association*. Quarterly publication, March, 1915, v. 14: 431-441.

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— Work of the Federal Bureau of Labor Statistics in its relation to the business of the country. *American Academy of Political and Social Sciences*. Annals, Jan., 1916, v. 63: 263-271.

**POWDERLY, T. V.**

The Labor Bureau.

(In his *Thirty years of labor*. 1859-1889. Columbus, O. [1889] p. 302-327.)

The creation of the national Bureau of Labor, 1884, in the Department of the Interior; text of act; selection of Carroll D. Wright to be first commissioner; also the act to create a Department of Labor, June 30, 1888, under the charge of a Commissioner of Labor.

**VAN TYNE, C. H., and LELAND, W. G.**

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(In their *Guide to the archives of the Government of the United States in Washington*. 2d ed. rev. Washington, 1907. p. 235.)

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New Republic, July 29, 1916, v. 7: 324-326.

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*Cosmopolitan*, June, 1892, v. 13: 229-236.

— Working of the Department of Labor. *Scientific American* supplement, April 28, 1902, v. 53: 22002-22004.

## APPENDIX G.—CHRONOLOGICAL LIST OF PUBLICATIONS.

### ANNUAL REPORTS.

*First, 1886.	Industrial Depressions.
*Second, 1886.	Convict Labor.
*Third, 1887.	Strikes and Lockouts (1881 to 1886).
*Fourth, 1888.	Working Women in Large Cities.
*Fifth, 1889.	Railroad Labor.
*Sixth, 1890.	Cost of Production: Iron, Steel, Coal, etc.
Seventh, 1891.	Cost of Production: The Textiles and Glass (2 vols.).
*Eighth, 1892.	Industrial Education.
*Ninth, 1893.	Building and Loan Associations.
Tenth, 1894.	Strikes and Lockouts (1887 to 1894) (2 vols.).
*Eleventh, 1895-96.	Work and Wages of Men, Women, and Children.
*Twelfth, 1897.	Economic Aspects of the Liquor Problem.
*Thirteenth, 1898.	Hand and Machine Labor (2 vols.).
*Fourteenth, 1899.	Water, Gas, and Electric-light Plants under Private and Municipal Ownership.
*Fifteenth, 1900.	Wages in Commercial Countries (2 vols.).
*Sixteenth, 1901.	Strikes and Lockouts (1881 to 1900).
Seventeenth, 1902.	Trade and Technical Education.
Eighteenth, 1903.	Cost of Living and Retail Prices of Food.
*Nineteenth, 1904.	Wages and Hours of Labor.
Twentieth, 1905.	Convict Labor.
*Twenty-first, 1906.	Strikes and Lockouts (1881 to 1905).
Twenty-second, 1907.	Labor Laws of the United States.
Twenty-third, 1908.	Workmen's Insurance and Benefit Funds in United States.
Twenty-fourth, 1909.	Workmen's Insurance and Compensation Systems in Europe (2 vols.).
	Vol. I. Austria, Belgium, Denmark, France, Germany.
	Vol. II. Great Britain, Italy, Norway, Russia, Spain, Sweden.
Twenty-fifth, 1910.	Industrial Education.

### SPECIAL REPORTS.

*First, 1889.	Marriage and Divorce.
*Second, 1892.	Labor Laws of the United States (second edition, revised, 1896).
*Third, 1893.	Analysis and Index of all Reports Issued by Bureaus of Labor Statistics in the United States prior to Nov. 1, 1892.
*Fourth, 1893.	Compulsory Insurance in Germany.
*Fifth, 1893.	Gothenberg System of Liquor Traffic.
*Sixth, 1893.	Phosphate Industry of the United States.
*Seventh, 1894.	The Slums of Baltimore, Chicago, New York, and Philadelphia.
*Eighth, 1895.	The Housing of the Working People.
*Ninth, 1897.	The Italians in Chicago.
*Tenth, 1904.	Labor Laws of the United States.
*Eleventh, 1904.	Regulation and Restriction of Output.
*Twelfth, 1905.	Coal Mine Labor in Europe.

\* Supply exhausted.

## MISCELLANEOUS REPORTS.

- \*1897. White-pine Lumber in the United States and Canada. (Published as S. Doc. 70, 55th Cong., 1st sess.)
- \*1898. Total Cost and Labor Cost of Transformation in the Production of Certain Articles in the United States, Great Britain, and Belgium. (Published as S. Doc. No. 20, 55th Cong., 3d sess.)
- \*1900. History and Growth of the United States Census. (Printed as S. Doc. 194, 56th Cong., 1st sess.)
- \*1901. Effect of the International Copyright Law in the United States.
- \*1902. Report of the Commissioner of Labor on Hawaii, 1901. (First report, printed as S. Doc. 169, 57th Cong., 1st sess.)
- \*1903. Report of the Commissioner of Labor on Hawaii, 1902. (Second report, printed as S. Doc. 181, 57th Cong., 2d sess.; printed also in Bulletin No. 47.)
- \*1904. Trade and Technical Education in the United States. (Part of Bulletin No. 54.)
- \*1904. Housing of the Working People in the United States by Employers. (Part of Bulletin No. 54.)
1904. Wages in the United States and in Europe. (Part of Bulletin No. 54.)
1904. Bureaus of Labor in the United States and Foreign Countries. (Part of Bulletin No. 54.)
- \*1904. Public Baths in the United States. (Part of Bulletin No. 54.)
- \*1905. Labor Disturbances in the State of Colorado from 1880 to 1904, inclusive, with Correspondence Relating Thereto. (Printed as S. Doc. No. 122, 58th Cong., 3d sess.)
- \*1905. Eight Hours for Laborers on Government Work. (Printed as a document of House Committee on Labor, 60th Cong., 1st sess.)
- \*1906. Third Report of the Commissioner of Labor on Hawaii, 1905. (Printed as H. Doc. 580, 59th Cong., 1st sess.; printed also in Bulletin No. 66.)
- \*1909. Laws Relating to Compensation for Industrial Accidents in Foreign Countries. (Part of 24th Annual Report, 1909.)
1909. Investigation of Western Union and Postal Telegraph-Cable Companies. (Printed as S. Doc. No. 725, 60th Cong., 2d sess.)
- \*1910. Pension Funds for Municipal Employees and Railroad Pension Systems in the United States. (Printed as S. Doc. No. 427, 61st Cong., 2d sess.)
- \*1910. Investigation of Telephone Companies. (Printed as S. Doc. No. 380, 61st Cong., 2d sess.)
- \*1910. Civil Service Retirement, Great Britain and New Zealand, by Herbert D. Brown. (Printed as S. Doc. No. 290, 61st Cong., 2d sess.)
- \*1910. Civil Service Retirement, New South Wales, Australia, by Herbert D. Brown. (Printed as S. Doc. No. 420, 61st Cong., 2d sess.)
- \*1910. Strike at Bethlehem Steel Works, South Bethlehem, Pa. (Printed as S. Doc. No. 521, 61st Cong., 2d sess.)
- \*1910. Increase in Cost of Food and Other Products. (12 tables.) (Printed as S. Doc. No. 349, 61st Cong., 2d sess.)
- \*1911. Fourth Report of the Commissioner of Labor on Hawaii, 1910. (Printed as S. Doc. 866, 61st Cong., 3d sess.; printed also in Bulletin No. 94.)
1911. Conditions of Employment in the Iron and Steel Industry in the United States. 4 volumes. (S. Doc. No. 110, 62d Cong., 1st sess.)
- \*Vol. I. Wages and Hours of Labor.
- \*Vol. II. Wages and Hours of Labor, General Tables.
- Vol. III. Working Conditions and the Relations of Employers and Employees.
- Vol. IV. Accidents and Accident Prevention.
1911. Vocational Guidance. (Part of 25th Annual Report, 1910.)
1912. Conciliation, Arbitration, and Sanitation in the Cloak, Suit, and Skirt Industry in New York City. (Part of Bulletin No. 98.)
- \*1912. Strike of Textile Workers in Lawrence, Mass., in 1912. (Printed as S. Doc. No. 870, 62d Cong., 2d sess.)
1912. Miners' Strike in Bituminous Coal Field in Westmoreland County, Pa., in 1910-11. (Printed as H. Doc. No. 847, 62d Cong., 2d sess.)

\* Supply exhausted.

- \*1912. Summary of the Wages and Hours of Labor—From the Report on Conditions of Employment in the Iron and Steel Industry in the United States. (Printed as S. Doc. No. 301, 62d Cong., 2d sess.)
- \*1910-1912. Report on Condition of Woman and Child Wage Earners in the United States. (Printed as S. Doc. No. 645, 61st Cong., 2d sess.)
- \*Vol. I. Cotton Textile Industry.
  - \*Vol. II. Men's Ready-Made Clothing.
  - \*Vol. III. Glass Industry.
  - \*Vol. IV. Silk Industry.
  - \*Vol. V. Wage-Earning Women in Stores and Factories.
  - \*Vol. VI. The Beginnings of Child-Labor Legislation in Certain States; a Comparative Study.
  - \*Vol. VII. Conditions Under Which Children Leave School to Go to Work.
  - \*Vol. VIII. Juvenile Delinquency and Its Relation to Employment.
  - \*Vol. IX. History of Women in Industry in the United States.
  - \*Vol. X. History of Women in Trade Unions.
  - \*Vol. XI. Employment of Women in Metal Trades.
  - \*Vol. XII. Employment of Women in Laundries.
  - \*Vol. XIII. Infant Mortality and Its Relation to the Employment of Mothers.
  - \*Vol. XIV. Causes of Death Among Woman and Child Cotton-Mill Operatives.
  - \*Vol. XV. Relation Between Occupation and Criminality of Women.
  - \*Vol. XVI. Family Budgets of Typical Cotton-Mill Workers.
  - \*Vol. XVII. Hookworm Disease Among Cotton-Mill Operatives.
  - \*Vol. XVIII. Employment of Women and Children in Selected Industries.
  - \*Vol. XIX. Labor Laws and Factory Conditions.
1913. Mediation and Arbitration Laws of the United States.
- \*1913. Compensation for Injuries to Employees of the United States arising from Accidents Occurring Between August 1, 1908, and June 30, 1911. (Report of Operations under the Act of May 30, 1908.)
- \*1913. Increase in Prices of Anthracite Coal Following the Wage Agreement of May 20, 1912. (H. Doc. No. 1442, 62d Cong., 3d sess.)
- \*1914. Federal and State Laws relating to convict labor. (Printed as S. Doc. 494, 63d Cong., 2d sess.)
- \*1914. A Study of the Dress and Waist Industry for the Purpose of Industrial Education. (Part of Bulletin No. 145.)
1916. Labor conditions in Hawaii. (Printed as S. Doc. 432, 64th Cong., 1st sess.)

#### BIMONTHLY BULLETINS.

[Besides the articles indicated below a majority of the Bulletins from No. 1 to No. 100 contain digests of reports of State bureaus of labor statistics and of foreign statistical publications; also decisions of courts affecting labor, opinions of the Attorney General, and labor laws of the various States enacted from time to time.]

- \*No. 1—Nov., 1895. Strikes and lockouts in the United States from January 1, 1881, to June 30, 1894. (Summary of Third and Tenth Annual Reports.)  
Private and public debt in the United States, by George K. Holmes.  
Employer and employee under the common law, by V. H. Olmsted and Stephen D. Fessenden.
- \*No. 2—Jan., 1896. The poor colonies of Holland, by J. Howard Gore, Ph. D.  
The industrial revolution in Japan, by William Eleroy Curtis.  
Notes concerning the money of the United States and other countries, by William C. Hunt.  
The wealth and receipts and expenses of the United States, by William M. Steuart.
- \*No. 3—Mar., 1896. Industrial communities: Coal Mining Co. of Anzin, France, by W. F. Willoughby.

\* Supply exhausted.

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- \*No. 4—May, 1896. Industrial communities: Coal Mining Co. of Blanzv, France, by W. F. Willoughby.  
The sweating system, by Henry White.
- \*No. 5—July, 1896. Convict labor.  
Industrial communities: Iron and steel works of Friedrich Krupp, Essen, Germany, by W. F. Willoughby.
- \*No. 6—Sept., 1896. Industrial communities: Familistère Society of Guise, France, by W. F. Willoughby.  
Cooperative distribution, by Edward W. Bemis, Ph. D.
- \*No. 7—Nov., 1896. Industrial communities: Various communities, by W. F. Willoughby.  
Rates of wages paid under public and private contract, by Ethelbert Stewart.
- \*No. 8—Jan., 1897. Conciliation and arbitration in the boot and shoe industry, by T. A. Carroll.  
Railway relief departments, by Emory R. Johnson, Ph. D.
- \*No. 9—Mar., 1897. The padrone system and padrone banks, by John Koren.  
The Dutch Society for General Welfare, by J. Howard Gore, Ph. D.
- \*No. 10—May, 1897. Work and wages of men, women, and children. (Summary of Eleventh Annual Report.)  
Condition of the Negro in various cities.  
Building and loan associations.
- \*No. 11—July, 1897. Workers at gainful occupations at the Federal censuses of 1870, 1880, and 1890, by William C. Hunt.  
Public baths in Europe, by Edward Mussey Hartwell, Ph. D., M. D.
- \*No. 12—Sept., 1897. The inspection of factories and workshops in the United States, by W. F. Willoughby.  
Mutual rights and duties of parents and children, guardianship, etc., under the law, by F. J. Stimson.
- \*No. 13—Nov., 1897. The Italians in Chicago. (Summary of Ninth Special Report.)  
The anthracite mine laborers, by G. O. Virtue, Ph. D.  
The municipal or cooperative restaurant of Grenoble, France, by C. Osborne Ward.
- \*No. 14—Jan., 1898. The Negroes of Farmville, Va.: A social study, by W. E. Burghardt Du Bois, Ph. D.  
Income, wages, and rents in Montreal, by Herbert Brown Ames, B. A.
- \*No. 15—Mar., 1898. Boarding homes and clubs for working women, by Mary S. Fergusson.  
The trade-union label, by John Graham Brooks.
- \*No. 16—May, 1898. The Alaskan gold fields and the opportunities they offer for capital and labor, by Sam. C. Dunham.
- \*No. 17—July, 1898. Economic aspects of the liquor problem. (Summary of Twelfth Annual Report.)  
Brotherhood relief and insurance of railway employees, by Emory R. Johnson, Ph. D.  
The nations of Antwerp, by J. Howard Gore, Ph. D.
- \*No. 18—Sept., 1898. Wages in the United States and Europe, 1870 to 1898.
- \*No. 19—Nov., 1898. The Alaskan gold fields and the opportunities they offer for capital and labor, by Sam. C. Dunham.  
Mutual relief and benefit associations in the printing trade, by William S. Waudby.
- \*No. 20—Jan., 1899. Condition of railway labor in Europe, by Walter E. Weyl, Ph. D.
- \*No. 21—Mar., 1899. Pawnbroking in Europe and the United States, by W. R. Patterson, Ph. D.
- \*No. 22—May, 1899. Benefit features of American trade unions, by Edward W. Bemis, Ph. D.  
The Negro in the black belt: Some social sketches, by W. E. Burghardt Du Bois, Ph. D.  
Wages in Lyon, France, 1870 to 1896.

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\* Supply exhausted.

- \*No. 23—July, 1899. The attitude of women's clubs and associations toward social economics, by Ellen M. Henrotin.  
The production of paper and pulp in the United States, from January 1 to June 30, 1898.
- \*No. 24—Sept., 1899. Statistics of cities.
- \*No. 25—Nov., 1899. Foreign labor laws: Great Britain and France, by W. F. Willoughby.
- \*No. 26—Jan., 1900. Protection of workmen in their employment, by Stephen D. Fessenden, A. B., LL. M.  
Foreign labor laws: Belgium and Switzerland, by W. F. Willoughby.
- \*No. 27—Mar., 1900. Wholesale prices: 1890 to 1899, by Roland P. Falkner, Ph. D.  
Foreign labor laws: Germany, by W. F. Willoughby.
- \*No. 28—May, 1900. Voluntary conciliation and arbitration in Great Britain, by John Bruce McPherson.  
System of adjusting scale of wages, etc., in certain rolling mills, by James H. Nutt.  
Foreign labor laws: Austria, by W. F. Willoughby.
- \*No. 29—July, 1900. Trusts and industrial combinations, by Jeremiah W. Jenks, Ph. D.  
The Yukon and Nome gold region, by Sam C. Dunham.  
Labor Day, by Miss M. C. de Graffenried.
- \*No. 30—Sept., 1900. Trend of wages from 1891 to 1900.  
Statistics of cities.  
Foreign labor laws: Russia, The Netherlands, Italy, Norway, Sweden, and Denmark, by W. F. Willoughby.
- \*No. 31—Nov., 1900. The betterment of industrial conditions by Victor H. Olmsted.  
Present status of employers' liability in the United States, by Stephen D. Fessenden.  
Condition of railway labor in Italy, by Dr. Luigi Einaudi.
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<sup>1</sup> Reprint of this article now available.

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<sup>1</sup> See No. 284.

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<sup>1</sup> See No. 267.<sup>2</sup> See No. 256.

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